

**BARSTOW FIELD OFFICE
BUSINESS PLAN**

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The Barstow Field Office is announcing the development of a new Fee Demonstration Project affecting the Barstow OHV Program. We are very excited about the project and believe that it will resolve many longstanding issues and greatly enhance the recreational experience provided by the Barstow OHV Program. You may be aware that funding has been an ongoing issue for the Barstow OHV Program. In developing the attached business plan for the project, the short fall in funding was brought to a level of clarity that was surprising.

As identified in the business plan, the management of the Barstow OHV program requires a funding level of approximately 3.5 million dollars. The past funding of the program has only been approximately 1.4 million dollars. That's not even half of what is needed. The result has been the inability of the Barstow Office to properly maintain access roads, provide for necessary medical and law enforcement services, provide adequate signing and information, and provide for any form of tangible visitor services or facilities. The fee demo program outlined in the attached business plan identifies a much improved OHV program and the visitor services that will be provided through the fee demo project.

The fee demo project has been developed with extensive public outreach beginning with the planning for El Mirage in the late 1980's and continuing over the last year and a half at Dumont Dunes. The project will require recreationists at the El Mirage, Dumont Dunes, Johnson and Stoddard Valley OHV Recreation Areas to purchase a pass to recreate in one of these areas. The pass will be valid at all four OHV recreation areas. The Rasor OHV Recreation Area will remain free, and will not require the pass.

The weekly passes will be available on-site at entrance stations and self pay machines for \$20. On-site sales will be handled by a contractor, significantly streamlining the process and cost of collection. Weekly passes and annual passes will be available off-site on the internet and through a network of private vendors for \$15 and \$60 respectively. The five dollar savings on weekly passes sold off-site represents the savings on the cost of collection on site.

The project is designed to recover the cost associated with providing quality visitor services at our OHV recreation areas. The program will be adaptive in nature, that is to say that if through one of the avenues for input made available, we find that different services are required, or that

anticipated services are not required, the program will be adjusted to reflect those changing needs. Indeed, the cost of the passes themselves could change if it is determined that the project is either returning more or less funding than anticipated or that cost are lower or higher than expected. An annual independent audit is included as part of the public outreach program.

As designed, the fee demo project will recover the cost of a vastly improved OHV program that provides much greater visitor services, the development and maintenance of facilities, enhanced public safety, and a generally improved recreational experience. We hope that you will share this project with your constituents so that they can be informed not only of the new requirements but of the enhanced services soon to be realized.

Should you have any questions regarding the fee demo project, or should you desire a representative of my staff to attend a meeting of your constituents to provide a more detailed briefing, please do not hesitate to contact Mike Ahrens, OHV Program Coordinator at (760) 252 6047.

Sincerely,

Tim Read
Field Manager

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Executive Summary

The 1990 El Mirage Recreation Area Management Plan (RAMP) called for Day Use and Season Pass fees of \$5 and \$40 respectively. The 1999 California Desert District (CDD) Business Plan called for fee implementation throughout CDD Field Offices during fiscal 2000. Some sites did implement fees at that time, some did not. This document addresses Use Fees for Off-Highway Vehicle (OHV) Recreation Areas throughout the Barstow Field Office (BFO)—specifically, Dumont Dunes, El Mirage, Johnson Valley and Stoddard Valley Recreation Areas. The final price recommendations are designed to recover program costs through a phased increase in maintenance, services and staff.

The overarching philosophy driving this document is the recognition that OHV Trust Fund Grants will no longer be available to fund the ongoing operations and maintenance (law enforcement, EMS, communications, site improvements, roadway maintenance, etc.) necessary to operate OHV Open Areas in the safe and responsible manner required by law. The change in focus and purpose of the program also makes it unreliable for funding multi-year commitments, such as personnel expenses, roadway maintenance and contracted services. OHV Trust Funds are no longer as available for tangible, ongoing Operations and Maintenance (O&M) expenses—70% of the fund being earmarked for environmental uses only. Competition for Fund grants has doubled during the past year, from \$25 million to \$50 million in requests. The new process, documentation and research requirements make the grants so cumbersome and expensive to administer that it is no longer a cost- nor time-effective source of revenue.

Therefore, the BLM intends to utilize a more focused, cost-recovery Use Fee strategy to manage site maintenance, on-site staffing, law enforcement, Emergency Medical Services (EMS) and temporal visitation to 1) reduce dependency upon contract labor, 2) reduce dependency upon unpredictable—and shrinking grant funds, 3) return to a more stable level of staffing, 4) provide a consistent on-site presence, and 5) provide tangible services to visitors.

The cost-recovery analysis is based upon a review of the 1990 RAMP; analysis of program requirements, services and resultant costs; and a review of visitor surveys for Dumont Dunes, El Mirage and the Imperial Sand Dunes. **Compliance is the key to keeping the rates low.** BFO staff have endeavored to price the passes near the 1990 levels while recognizing that costs have significantly increased during the past twelve years. For example, “phasing in” Park Rangers, Law Enforcement Rangers and maintenance workers instead of hiring them all at once, utilizing existing, fully-depreciated equipment instead of disposing of equipment that has surpassed its budgeted useful life, and adopting a three-year road maintenance cycle instead of an annual maintenance cycle.

The greatest weakness of this plan is the lack of hard vehicular visitation data. Ultimately, the breakeven / cost-recovery analysis is based upon **gross vehicle counts at El Mirage** (in-the-ground counters), vehicle **estimates** (derived from on-the-ground and photo observations) **at Dumont Dunes, Johnson Valley and Stoddard Valley**, and competitive event permits that report the number of **event participants at Johnson Valley and Stoddard Valley**. To these gross vehicular estimates we applied the only available real-world-experience compliance ratio of 41%—the actual Imperial Sand Dunes Recreation Area (ISDRA) experience for 2002. Consequently, the most important action in this list of recommended actions is the installation and configuration of traffic counters.

To encourage geographic dispersion and to recognize the cross-over among OHV recreationists, a **BFO-wide, OHV Use Pass** that would be good for all four areas—Dumont Dunes, El Mirage, Johnson Valley and Stoddard Valley—has been adopted. The Raser OHV Recreation Area will not require a pass for the foreseeable future. This will not only provide valuable feedback about an area-wide pass from the recreating public and BLM staff, but will also lower the overall cost of individual passes because of shared administrative and big ticket items (such as the heavy equipment used for road maintenance and the staff operators). ***The weekly Use Pass (valid for seven days) will sell for \$20 on-site (per vehicle driven into the site), but it will be available via the Internet and the BFO for \$15. The seasonal Use Pass (valid for one full year, October 1 through September 30) will sell for \$60 (per vehicle driven into the site).***

First year implementation should focus upon customer relations and education about the need for and use of the new fees. Some customers understand the need for fees, but the vast majority refer to this business plan as a ***revenue generating plan***. Therefore, the BLM is committed to two-way communication with its customer base which will hold it accountable for responsible fee collection and responsive as well as responsible expenditures.

The experience of the ISDRA has demonstrated that the so-called “honor system” does not generate sufficient revenue to recover routine recreation program costs. The ISDRA experience confirms that the vast majority of visitors do NOT purchase passes unless they are personally “encouraged” to do so. Both El Mirage and Dumont Dunes have access roads which provide a “convenient” catch-all location; therefore, initial implementation should focus upon personal contact and communication through campsite visits and entrance stations. (To minimize start-up costs, BFO staff are going to

encourage, but not require, that the self-pay contractors provide some sort of entrance/exit station/checkpoint and include those costs in their fee/commission bids). Campsite visits should focus upon positive customer-relations—conversation, information and education—with a pass check representing an after-thought, a required duty, but not the purpose of the campsite visit. All personnel interactions (from maintenance workers to Rangers to administrative staff) should emphasize **communication, education and compliance** (not “enforcement,” but rather compliance)—to preserve OHV Recreation Areas and to keep pass prices low.

Staff observations and experience suggest that visitors to El Mirage recreate about four times per year while those at Dumont Dunes visit about three times per year. Again, no hard data exist, but based upon these observations and the ISDRA experience, the pricing differential for a season versus weekly pass represents a four-to-one ratio. This seems fair to the Dumont Dunes recreationist because they consume more of the holiday law enforcement costs and are more remote; thereby, consuming more staff time and vehicular expense for day-to-day observations and maintenance. Further, by accepting the pass throughout the BFO, instead of requiring a separate pass for each OHV Recreation Area, recreationists have more than ample opportunity to “get their money’s worth.”

Tracking and analysis of the BFO-wide pass with its four-to-one season versus weekly pricing ratio, should be evaluated, not only in regard to its own effectiveness, but vis-a-vis the revised ISDRA pass which is now experimenting with a season versus weekly pricing ratio of two-to-one for normal weekends and three-to-one for the six major holiday weekends.

Finally, the BLM is committed to flexibility. The Recreation Fee Demo Program is intended to enable the agency to respond to local, fluctuating needs without depending solely upon the lengthy and uncertain congressional appropriations process. BLM staff can respond to less-than-projected revenues by slowing down implementation of certain services and acknowledging the inherent lead time of hiring processes and service delivery. While not desired, nor intended, if mid-season sales and compliance are severely lagging projections, the fees can be increased to make up any shortfall *based upon the breakeven analysis for the actual compliance rate*—user groups should be made aware of this possibility when soliciting their assistance with education, distribution and compliance. Conversely, if fee revenues exceed projections, BLM staff can work with the respective user groups to either build up a cushion for future drops in visitation, or to implement highly desired services sooner than projected.

Volunteer involvement is critical to the long-term success of any public endeavor, especially fees for services. The BLM is committed to involve volunteers organizations through periodic reviews of fee revenues and prioritization of on-the-ground expenditures.

PLAN IMPLEMENTATION SUMMARY

Preparation (2003, July - September)

TRAFFIC COUNTERS - The most important action in this list of recommended actions is the installation and configuration of traffic counters. Counters must be installed not later than October 1 for Dumont Road and the Little Dunes access road at Dumont Dunes, and for the primary access points at Johnson Valley and Stoddard Valley. (El Mirage already has traffic counters at each of its access points).

Existing and new counters must be configured to record Day-of-Week and Time-of-Day information. This data will provide invaluable assistance in determining staffing schedules for campsite visits and/or entrance/exit stations (whether implemented by a contractor or BFO directly). In fact, the lack of this most basic data has significantly hampered our ability to make a rational, data-based, decision between the cost-effectiveness of entrance/exit stations vis-a-vis campsite visits. In the future, the availability of this data will provide accurate information regarding compliance levels, staff detailing and cost-effectiveness.

ACCESS ROAD SIGNS - Not later than August 21, "Berma Shave" signs that announce the October 1 commencement of fees should be installed along each access road. Each message should be "divided" among three or four signs and should be creative—even corny—to capture the spirit that made the original Berma Shave signs so popular.

SELF-PAY MACHINES - BFO staff should obtain a copy of the ISDRA contract with Universal Parking and use it as a basis to develop a Request for Proposals (RFP) with specified deliverables—not biased toward Universal Parking, but to benefit the BFO with the ISDRA's experience in drafting the implementation and performance components of the RFP.

COMPLIANCE/ENFORCEMENT - Based upon the ISDRA experience, BFO administrative and law enforcement management have made the commitment to hire and direct sufficient staff to enforce the pass requirement upon all recreationists.

A four-fold approach of communication/education, availability, campsite visits, and pre-purchase/pre-visit discounts will be implemented.

Availability refers to ensuring that the recreating public has ample opportunity to purchase passes prior to their visit as well as on-site at the time of their visit. As discussed throughout this document, we intend to make the passes available remotely via the Internet, telephone, direct mail and off-site vendors. On-site, the passes will be available via self-pay machines, similar to those at the ISDRA, permitted vendors, and perhaps in-person via entrance/exit stations—depending upon the self-pay machine contractor, customer feedback and compliance.

Campsite visits provide a high level of customer interaction which, in turn, enables more individualized customer service and feedback. Such personal interaction

not only provides an opportunity for customer service, but also enables personal education during the initial phases of implementation and personal enforcement after the introductory period of fee implementation.

Pre-purchase/pre-visit discounts should also encourage our customers to plan ahead and should minimize enforcement action—allowing our customer contact personnel to focus upon customer service and education—which in-turn should encourage pre-purchases prior to future visitations.

ENTRANCE STATIONS - Much discussion has focused upon locating an entrance/exit station at the major access road in each OHV recreation area. To minimize start-up expenditures, the BFO is going to allow the self-pay machine contractors to propose and enact various methods to increase compliance. We anticipate that an entrance/exit station will be but one of several alternatives that are proposed through the bid process. The contractors are expected to request a larger percentage commission (vis-a-vis the ISDRA) on sales to recover the up-front purchase and installation of such equipment, but this will still enhance the first-year cash flow to the BFO because the up-front costs will be absorbed by the contractor. *(Please note that we have left the original discussions about entrance/exit stations interspersed throughout this document to provide perspective to the potential bidders and as a back-up plan in case the contractors do not implement such a strategy and campsite visits do not sufficiently achieve the targeted compliance levels).*

INTERNET SALES - In July, work with the BLM State Office computer staff to incorporate the BFO Passes into the online store—unless there is a regulatory or procedural reason that would prevent such a transaction from meeting the Recreation Fee Demo program requirements and thereby not come directly back to the BFO. If there is a problem interfacing with the existing online store, then contact the programmer that the Arizona State Office used to develop their online sales site (~\$10,000 - \$15,000; therefore, pursue the existing BLM online store first).

A Pass Order Form should also be placed on the BFO website that can be printed out, completed by hand, and either mailed or "faxed" with payment information, to the BFO.

SEASON PASS PRINTING - The BFO should coordinate the ordering and printing of their Season Passes with the ISDRA—while one or two lines of text and stock color will need to be changed; this should still generate substantial savings because of the initial die cost (for cutting the slot by which they hang from the rearview mirror) and, more importantly, minimize staff time during the first year of implementation which requires so much initial preparation.

WEEKLY PASS PRINTING - If the Self-Pay machine vendors do successfully bid to provide Self-Pay machines, then you

do not need to print weekly passes because the machines simply print out a receipt which can be presented to the Entry Station operator(s). However, as an inexpensive back-up in case of delays or lack of satisfactory proposals, simply design a weekly pass with BLM logo and extra-large-print expiration date. Rotate the color of the paper stock to make it easier for the Rangers to see it. Yes, this could eventually be forged, but as an interim stop gap it presents an inexpensive, short-term solution for this initial year of implementation.

CONSIGNMENT CONTRACTING - BFO staff should immediately consult with CDD- and State-level BLM Contracting Officers to investigate the feasibility (vis-a-vis internal restrictions) and any contracting requirements of selling passes on consignment. While this plan calls for the immediate implementation of quantity discounts which would not require a contract, making the passes available on a consignment basis would certainly encourage more participation by not-for-profit organizations and commercial enterprises. Therefore, consultation with the relevant Contracting Officers should quickly determine the

feasibility before investing too much staff time into the concept.

STAFFING - Staff should be deployed (two-by-two) Friday through Monday as of September 5. If the winning contractor does implement an entrance/exit station, vehicles should be stopped and the drivers personally informed of the new fees—both verbally and via a brochure. The brochure should also include a mail-in order form and the web address to purchase the pass online. New staff should be hired as soon as possible and a rotation schedule developed that will expose all existing, public contact personnel (Park Rangers, LEOs and Outdoor Recreation Planners [ORPs] from throughout the BFO) to the experience—not just to spread the burden, but to help each understand the real, on-the-ground issues and public reactions which will help in developing coordinated, permanent schedule of appropriate staff levels and hours of operation.

The respective "Friends" organizations have repeatedly expressed the desire for personal interaction with the public; therefore, the contractor should be encouraged to utilize the "Friends" for this introductory period.

ENTRY SIGNS - near the top of each self-pay machine and entrance/exit station, if implemented, a clearly visible sign should read:

Stop PURCHASE PASS HERE	
7-Day:	\$20
12-month:	\$60

Additional signs should be located closer to the driver- or pedestrian-level of each machine and entrance/exit station, if implemented. These signs will necessitate smaller print that should read:

2003 Fee Public Land Fee Comparison				
Day Use / Weekly				
	Forest Service (Limited OHV)	California OHV Recreation Areas	National Parks (No OHV Allowed)	BFO Pass (Best Value)
Entrance	\$5	\$4	\$10 (7 days)	\$20 (7 days)
Overnight/Camping	\$8 - \$16	NO NIGHT RIDING NO CAMPING	\$4 - \$12 (nightly)	0
Daily Total	\$5	\$4	\$14 - \$22	\$2.86
7-Day Total	\$35 - \$112	\$28	\$38 - \$94	\$20
Season Pass				
Entrance	\$30	\$40	\$50	\$60
Overnight/Camping	0	NO NIGHT RIDING NO CAMPING	NIGHTLY RATE STILL APPLIES	0
Total	\$30 (NO OHV)	\$40	\$78 + (NO OHV)	\$60

Communication & Introduction (2003, July . . . on-going)

ACCESS ROAD SIGNS - see same within preceding section.

USER GROUP PRESENTATIONS - Two or three joint (user groups) presentations should be made throughout the summer. As previously discussed, "*To Fee or Not to Fee*" is not the purpose of the meeting, rather information sharing, opening lines of communication and identifying glaring errors in the number-crunching process. Specific talking points are discussed within the Communication Strategy section of this document.

DIRECT MAIL - Within one month of completing the User Group Presentations, the BFO and EL Centro Field Offices should make a combined mailing to announce the new rates at the ISDRA and the new fees throughout the BFO to all of the existing ISDRA pass holders—whose addresses EL Centro has on record—as well as to all interested mailing lists at both Field Offices.

e-MAIL - Simultaneous with the direct mailing, each office should send similar, but separate, e-mail notification of the new pass fees to all interested e-mail lists that they.

WEB SITE - The State Office website and the BFO and EL Centro subdirectory sites should all be modified during July to include a highly visible link to "Fee Demo Use Passes" with a sub-link to "Use Pass Areas/Sites."

TELEPHONIC RECORDINGS - Each Field Office should install a dedicated phone line with pre-recorded messages and promote the phone number alongside the Internet address (URL) in all roadway signs, direct mail, and e-mail communications. Inexpensive machines that enable up to three pre-recorded messages are readily available at retail for less than \$50. These dedicated lines and machines

should be operating not later than September 5, 2003.

TRADE SHOW(S) - The BFO and ISDRA should coordinate schedules so that each office covers one of the following two fall expos, or perhaps rotate staff and expense so that both offices share the expense and staff both shows together: Sand Sport Super Show (Fall ~ September, Costa Mesa), Off-Road Expo (Fall ~ October, Pomona).

PUBLIC SERVICE ANNOUNCEMENTS (PSAs)- BFO staff should work closely with the *Friends of El Mirage* and *Friends of Dumont* to develop a series of monthly PSAs for release to radio and television stations throughout San Bernardino and Los Angeles Counties as well as those within the Las Vegas broadcast area.

ELECTED & PUBLIC OFFICIALS - Officials, whose jurisdictions encompass various BFO sites, need the personal attention discussed within the Communication Strategy section of this document, but they should also be included within all lists to which direct mail and e-mail communications are distributed (user groups, media announcements), so that they are aware of the BFO's efforts to communicate with their own constituents.

INFORMATION KIOSKS - While intended as a communication tool, the information kiosks are intended to accomplish objectives: 1) to encourage dispersed use to other, less crowded BFO OHV recreation areas, and 2) to inform the public of the use of their pass fee money. Therefore, it is a critical component of the communication strategy, but it does not need to be implemented until the latter half, or even the end, of the first year of implementation.

Implementation (2003, October . . . on-going)

PASS FULFILLMENT - A BFO staff person should be tasked the internal responsibility of fulfilling Internet, direct mail and telephonic orders. Existing BLM cash-handling policies suggest someone within "cashiering;" however, consideration should also be given to the occasional need to make in-person contact with human distribution channels—User Groups, Vendors, and field personnel.

PRE-SEASON SALES - Pre-season (August - September) sales should commence as soon as possible through the Internet and direct mail (the relevant addresses should be promoted at the User Group presentations). Following the presentations, the respective User Groups should be encouraged to sell the passes, as Vendors, through their memberships, web sites, newsletters and events. The benefit to User Groups is two-fold:

- 1) The key to keeping the pass price low is high levels of compliance; therefore, while the associations will probably oppose the fee concept, they will do their members a service by helping to increase

compliance, and

- 2) If they are really concerned about the cost of collection not being fair to their membership, they can pass on the discounted price.

ENFORCEMENT - Actual on-site enforcement should commence October 1, 2003; however, the BFO remains understaffed; therefore, it is not practical to task existing LEO staff to mid-week enforcement duty, nor to commit to hire new staff without sufficient funds to pay them. Weekend staffing must, therefore, be the focus during October and November while actual sales are compared to vehicle counts and projections.

SCHEDULING - Contractors bidding upon the self-pay machine contract should consider the following entrance station staffing schedules: 12 Noon Thursday through 12 Noon Monday on normal weekends. Holiday weekends should extend the schedule through 12 Noon Tuesday, excepting Thanksgiving, which suggests a schedule of 12

Noon the Thursday before Thanksgiving through 12 Noon the Monday after Thanksgiving. Saturday and Sunday schedules should initially be set from 7 a.m. to 7 p.m. to provide valuable data collection—specifically, to check morning departures for passes that might not have been purchased the previous night. The respective *Friends* organizations should be invited to help staff the stations so that they can all experience “first-hand” the impact upon traffic flow, and visitor questions and reactions.

TIMING/SEQUENCING - To develop the necessary “hard” data needed for determining a permanent staffing schedule, all of the traffic counters at each Recreation Area should be configured to record and report the time-of-day and the day-of-week, not just monthly totals. December historically experiences less visitation than the other months of the recreation season; therefore, the October and November trends should be used to establish a more permanent schedule and to then hire the appropriate personnel to implement the schedule not later than January 1, 2004. *Note that January recorded the highest monthly visitation of the 2003 season.*

SELF-PAY MACHINES - If a Self-Pay Machine contract is awarded and implemented, then entrance station personnel (if the contractor implements entry stations) will primarily verify the existence of the Weekly Pass Receipt or exchange a Season Pass for Season Pass Receipts, and provide customer service interaction, information and assistance.

DIFFERENTIAL PRICING - This document discusses the concept of differential pricing for different distribution channels (sales methodologies) to encourage less expensive purchasing habits; thereby, lowering the overall costs of program administration. However, the most expensive program component is labor to ensure compliance. Furthermore, regardless of the manner in which customers purchase and receive their permit; someone on-the-ground must verify that the pass is present.

On-Site

The BFO is encouraging all visitors to plan-ahead by offering several pre-arrival purchase opportunities as discussed below. On-site distribution requires additional costs, such as increased staff and facilities, or increased commission to contractors providing the service. Therefore, the BFO will charge full-price for on-site purchases—estimated at \$20 at this time, while selling the passes for \$15 on the BFO website. Similar discounts to the various vendors and user groups of each recreation area should also encourage pre-visit purchases; thereby, minimizing the need for increased staffing just to sell passes.

Internet

Internet sales would not incur the preceding postage costs because the credit card authorization/payment

receipt could simply be presented at the entrance or ranger station and exchanged for a permit. Of course, while this avoids additional distribution costs, it is more easily forged (basically through duplication of the payment receipt), which requires additional record-keeping and visual inspection of each receipt against a log of already collected receipt numbers.

User Group and Vendor

User Group and Vendor distribution channels would absorb supplies, postage and labor costs associated with order fulfillment; therefore, BFO will provide a discount of approximately 32% to encourage them to resell the passes at the \$15 price the BLM will charge through the BFO and the Internet. Initially, this can be provided through volume discounts, but once the BLM contracting office develops an acceptable *Vendor Agreement*, volume (i.e. minimum orders) might not be a necessary requirement.

Self-Pay Machines

Self-Pay machine contractors should be considered vendors because they provide the same service as any other vendor. However, they will likely seek a higher discount rate (“commission”) because they are being required to provide, install and service expensive, electronic equipment (\$12,000 - \$15,000 per machine); to finance the “change” in the machines; to incur cash-handling risks, and to assist with enforcement (such as providing entrance stations or some other method of compliance check). Therefore, based upon these requirements and the ISDRA experience, BFO believes that a decreasing “commission” scale, commencing at or below 30% (the existing ISDRA contract), to a Self-Pay machine contractor is not unreasonable.

ENFORCEMENT - In October, an LEO and Park Ranger should make campsite visits to:

- 1) disseminate information,
- 2) verify Use Passes and either sell a Pass on-the-spot or tell visitors to pick one up at the ranger station the next morning. (Here again, a Self-Pay machine, as at the ISDRA, would be a good supplement to provide a convenience to customers when the station is not open).
- 3) inform that an exit check will begin in November; therefore, it the visitors' departure will be easier if they purchase passes prior to their visit, or at the least, upon arrival, and
- 4) inform that the LEOs will begin issuing tickets for non-compliance in November.

In November, *Notices of Non-Compliance* should be issued by all personnel, but visitors should actually be allowed to “exchange” them (*the notices, not actual tickets/citations*), for passes prior to departing the recreation area. (See *discussion within Overarching Concerns, Compliance, page 38*).

Evaluation & Reaction (2003, November . . . on-going)

Initially, as discussed above, evaluation will focus upon number of passes sold, ratio of number of Weekly Passes to number of Season passes, and total passes sold as a percentage of total vehicle counts and as a percentage of vehicle counts during the hours of operation. The analysis should also differentiate between the number of passes sold upon Entrance and the number of passes sold upon Exit.

These data should then be used to develop a "permanent" hours of operation/staffing plan for campsite visits and entrance/exit stations (or other compliance methodology provided by the self-pay machine contractor).

A mid-season review should be conducted at the end of January which compares year-to-date income (and pass numbers) and expense to the projections within this plan. This review should be shared openly with the respective *Friends* groups and if the results vary significantly from the

plan, anticipated impacts and, if necessary, corrective strategies should be discussed in an open dialog with the *Friends*.

The final determinations of the review should be communicated on the web site, and enlarged and mounted in a professional manner on each information kiosk, self-pay machine and, if implemented, entrance stations.

At the end of the season, a summary review and "annual report" should be developed. This report should also be enlarged and mounted as the mid-year report, but should also be incorporated into a readily available and broadly distributed self-mailer brochure, e-mail attachment, and web page.

Each version should include a form and/or link to encourage the purchase of next season's pass and to sound-off through a survey tool, such as the sample within the Communication Strategy.

SITUATION ANALYSIS / BACKGROUND PRIMER

This document attempts to demonstrate a method to pay for and implement mandated environmental and legal requirements while remaining responsive to the OHV community in a manner that will keep the BLM-managed OHV areas open to the recreating public. (This section is intended for those not familiar with the BLM, OHV, or the recent funding history of the program. The actual business plan begins on page 16).

ALPHABET SOUP

What is OHV?

OHVs are motorized recreational vehicles designed for off-highway use (**Off-Highway Vehicle**). In the early days of the sport they were referred to as “**Off-Road**” Vehicles (ORVs). These types of vehicles include, but are not necessarily limited to, all terrain vehicles (ATVs)—generally 4-wheeled and commonly referred to as “quads,” some older 3-wheeled versions are still in use), motorcycles (dirt bikes, not street bikes), Jeeps, four-wheel drive pickups (4x4s), dune buggies, “baja” bugs (modified Volkswagen Beetles), sand rails (of varying dimensions, but generally recognized by appearance to be “all chassis,” although many now have bodies) and, recently, modified golf carts.

Such vehicles, depending upon their design and construction, may or may not be street legal. Vehicles may have a generalized Off-Highway purpose, or they may be designed for a specific purpose ranging from desert terrain to rock crawling to sand dune climbing and racing—there is literally something-for-everyone.

Thus, OHV Recreation is the sport of driving these vehicles. Just as the terrain varies, so does the purpose of driving vary. Some enthusiasts race against each other, others are simply exploring backcountry that would otherwise be inaccessible, some are testing their skills and wits at maneuvering difficult terrain, and many are just enjoying a common interest with their children that facilitates communication.

Who is the BLM?

This document focuses upon **OHV Recreation Areas within the Barstow Field Office** of the *California Desert District of the BLM—Bureau of Land Management, Department of the Interior*.

The Bureau of Land Management (BLM) manages more than 262 million acres of public land throughout the United States. That's almost one-eighth of all our land in the continental U.S. Most of the BLM-managed land is located in the American West and Alaska. BLM land is a legacy of the original territory claimed by the federal government early in our nation's history. Much of the land was originally claimed for homesteads, railroads, and other private purposes, but much was also set aside for parks, wildlife refuges, national forests, military bases or other public uses. What remains today was cast-off as uninhabitable, or non-productive, or simply never claimed. Ironically, today that same land comprises some of the most prized recreation and holiday destinations in the world.

The BLM **balances three Multiple-Use categories:**

- 1) **commercial activities,**
- 2) **recreation, and**
- 3) **conservation.**

These multiple uses oftentimes seem contradictory, but the agency has thus far succeeded in this challenging

balancing act. BLM lands are crucial open-space buffer areas that mitigate the pressures of rapid population growth.

Land Use planning is one of the most important tools that the agency has, and the BLM is one of the best—if not the best—agency in terms of consistent, Multiple-Use management. *Every major land use decision that the agency makes is governed by a well-defined planning process established under the Federal Land Policy and Management Act (FLPMA) of 1976.*

Most on-the-ground work is accomplished in *Field Offices*, such as the Barstow or El Centro Field Offices. Responsibility for specific sites and programs, such as the El Mirage, Dumont Dunes, Johnson and Stoddard Valley OHV Recreation Areas lies with such specialists as wildlife biologists, mining engineers, range conservationists, archaeologists, recreation planners and law enforcement officers. These specialists formulate and implement **complementary plans and recommendations for developing and conserving** the area's resources.

District Offices provide administrative and operational support to the Resource Area Offices, and coordination and liaison with the respective State Office. *State Offices and most District Offices also maintain “public rooms” for the public to examine records for all public land transactions, such as rights-of-way and state land grants, oil and gas leases, and mining claims. Public land survey records are also maintained in the public rooms.*

Responsibility—Environmental

The BLM actively supports the **treadlightly!** education program which teaches members and non-members alike to minimize their impact(s) upon the natural environment—especially through their routine cleanups on holiday weekends and example-setting with friends and family. The treadlightly! Pledge says it well:



- T** ravel and recreate with minimum impact.
- R** espect the environment and the rights of others.
- E** ducate yourself—plan and prepare before you go.
- A** llow for future use—leave it better than you found it.
- D** iscover the rewards of responsible recreation.

For more information about the **treadlightly!** program, visit its web site at <http://www.treadlightly.org>.

The BLM has also been an avid supporter, participant and guide of the **Leave No Trace** program since May 1993 (<http://www.lnt.org/history.html>). The **Leave No Trace** principles may not seem important at first glance, but their value is apparent when combining the effects of



millions of outdoor visitors. One poorly located campsite or fire ring is of little significance, but thousands of such instances slowly degrade the outdoor experience for all.

Responsibility—Law Enforcement

In addition to coordination, education, management, planning and protection, the BLM is required to enforce applicable state and federal regulations on public lands. Many of the OHV self-policing activities have been codified into law since 1971—the first year of the *California Off-Highway Vehicle Recreation Program*. The following summarizes the more prominent of those regulations:

- **OHV REGISTRATION REQUIREMENTS** - In order to operate any type of motorized vehicle off-road on public land (at all jurisdictional levels), you must have one of the following:
 - **STREET-LEGAL LICENSE PLATE** - If you want to operate a 4-wheel drive vehicle or dual-purpose motorcycle on-road and off-road, you must have a street-legal license plate.
 - **OFF-HIGHWAY VEHICLE STICKERS** - All vehicles that are operated on public lands must be registered with the Department of Motor Vehicles (DMV). The registration fee is \$21 per vehicle, and is valid for a two-year period. The OHV fund is used for acquisition of new OHV areas, development and operation of existing OHV areas, enforcement of the rules and regulations, and protection of the natural resources. The DMV will issue a Green or Red Sticker for off-road vehicles. Vehicles that can be operated both on- and off-highway will be given a street-legal license.
 - **GREEN STICKER OR RED STICKER** - If you are going to operate a motorized vehicle off-road only, you must have either a Green Sticker or a Red Sticker that has been issued by the Department of Motor Vehicles. The Green Sticker allows vehicles to operate on public land all year. The Red Sticker is for motorcycles and ATVs manufactured after January 1, 2003 that do not meet the emission standards established by the California Air Resources Board. If the vehicle has a 3 or a C in the eighth position of the Vehicle Identification Number, then it does not meet the emission standards and should be issued a Red Sticker. The Red Sticker is exactly the same as the Green Sticker except that Red Sticker vehicles can only be operated during certain times of the year. To find out when you can operate your vehicle, contact the specific riding area that you want to visit.
 - **NON-RESIDENT PERMIT** - As of January 1, 1998 out-of-state visitors must purchase a special "Non-Resident OHV Permit" if their off-highway vehicle or snowmobile is not registered in their home state. *[Not all states require registration of OHVs].*
 - **POSSESSION OF ALCOHOL** - A new law makes it illegal to possess an open container of an alcoholic beverage while riding in or operating an off-highway vehicle. Vehicle Codes sections 23220, 23322, 23223, 23225, and 23226, have been amended to include public lands. *(The intent of these laws is to make the possession of*

alcohol in a vehicle the same whether you are driving on a highway or off-road). The new laws are designed to reduce alcohol-related accidents, but also allow vehicles to transport such items in locked containers, or even ice chests, if they are secured in a manner that is not accessible to the occupants or the operator.

- **SPARK ARRESTERS/MUFFLERS** - Off-Highway vehicles must be equipped with a U.S. Forest Service-approved spark arrester and adequate muffler, both in working order (PRC 4442 & 43 CFR 8343.1 ¶C)
- **SAFE OPERATION** - You may not drive a motor vehicle in a manner that endangers the safety of other persons or their property (CVC 38305, 38314, 38316a, 38317).
- **SPEED LIMITS** - No motor vehicle shall exceed 15 mph within 50 feet of any campground, campsite, or concentration of people or animals (CVC 38310).
- **LIGHTS** - Any vehicle operated from ½-hour after sunset to ½-hour before sunrise must display at least one headlight that enables an operator to clearly see 200 feet ahead and one red taillight visible for 200 feet (CVC 38335, 38345).

SUPPLY-AND-DEMAND

The majority of OHV (a.k.a. "Off-Highway") recreation in California occurs on federal lands. The opportunities available for OHV recreation on these lands has dropped dramatically in the last 10 years.

During this same time period, California's population grew approximately 40 percent. The U.S. Census Bureau estimates that California's population will increase 39 percent between 2000 and 2020, expanding from approximately 32 million to 45 million people.

The supply and demand relationship between California's population centers, relative to both human population and OHV registrations, and the associated amount of legally accessible motorized off-highway recreation opportunities provided near those population centers is unbalanced. California's most heavily used OHV areas are in Southern California, where riding areas have decreased and the population has increased. At one time, local OHV opportunities were accessible to Southern Californians, even within such heavily urbanized counties as Orange, Los Angeles, and San Diego. As regional populations increased within these areas and the usable OHV land base decreased, outlying rural areas began to receive heavier use—resulting in increased user conflicts. The situation is now exacerbated by increased interest in and legal decisions protecting natural resources within rural riding areas.

As evidenced by the draft Recreation Area Management Plan (RAMP) for the Imperial Sand Dunes (El Centro Field Office of the BLM's California Desert District), legal and regulatory decisions can force closures of OHV areas based upon perceived and/or potential impacts of OHV use. Not only does the lawsuit in El Centro require strategic planning and monitoring, but the California OHV Trust Fund requires the same of any and all grant applicants. Therefore, the BLM is taking a pro-active position to fulfill its Multiple-Use mandate through education, human and natural resource protection (on-the-ground law enforcement and emergency medical services), restoration and strategic planning. Failing to do so will

result in areas currently authorized for legal OHV use falling out of compliance with state and federal regulations and thereby potentially being restricted or closed. Elimination of managed OHV recreation areas on federal lands would have serious consequences on public and private lands.

This document attempts to demonstrate a method to pay for and implement these mandated requirements that is responsive to the OHV community, and that will keep the BLM-managed OHV areas open to the recreating public.

FUNDING FEDERAL RECREATION PROGRAMS

Appropriations

Appropriations are the monies that the United States Congress and President provide to the various federal agencies, through the annual budgeting process, to fund their respective program activities and staff.

BLM appropriations have remained **stable** for the past several years; **however**, since 1986, these funds **have not even covered the baseline Operation and Maintenance costs**.

Grants

With stable appropriations in the face of increasing planning, environmental and regulatory costs, BLM Recreation Areas within the State of California have grown increasingly dependent upon the California Department of Parks and Recreation Off-Highway Motor Vehicle Recreation Division (OHMVR) Trust Fund. However, these funds are not a be-all, end-all solution—quite the contrary, distributions from the fund have been steadily decreasing over the past three years.

The principal motivation to this particular pricing strategy is the realization that OHV Trust Fund Grants will no longer be available to fund the ongoing operations and maintenance (law enforcement, EMS, communications, site improvements, etc) necessary to operate OHV Open Areas in the safe and responsible manner required by law. Initially, this was an educated guess based upon downward trends in grant awards vis-a-vis previous year awards, and the observation that \$25 million in applications were made for the fiscal 2003 funding cycle, while only \$16 million in Grant Funds were available. This expectation is now a documented fact with the passage of AB2274 (*cf. discussion within the next section of this document*). Therefore, the BLM intends to develop a more focused and logical Use Fee strategy to reduce dependency upon these now unpredictable and shrinking grant funds.

California OHMVR & OHV Trust Fund Grants

Contrary to popular belief, the OHV program is not financed entirely from the fee paid to register an OHV with a “Green Sticker.” The OHV Trust Fund receives only \$8 of the \$21 biennial OHV registration fee.

Of the \$21 fee, the Department of Motor Vehicles receives \$7 to cover administrative costs associated with OHV registration. The California Highway Patrol (CHP) receives \$2 per registration for OHV-related law enforcement and OHV accident investigations. Cities and counties receive \$4 of the OHV registration fee in lieu of property taxes on off-highway vehicles. Local agencies can use these funds for OHV law enforcement, repair of damage caused by illegal OHV activity, or even to provide

a local OHV park for enthusiasts in the area. The money is distributed based upon the census population of each city and county; therefore, rural cities and counties with high OHV visitation receive only minimal in lieu of funding because of their small populations. *For example, sparsely populated Imperial County, a prime destination for urban OHV enthusiasts traveling to the Imperial Sand Dunes, received \$2,117 in 1999/2000. In contrast, Los Angeles County received \$144,454 yet maintains little recreational opportunity.*

OHV Trust Funds never have—and likely never will—come close to meeting either the needs of OHV enthusiasts or the many legal requirements for resource conservation and law enforcement associated with today’s OHV program.

OHV Trust Fund (a.k.a. “Green Sticker”) Expenditures

The OHV Trust Fund is appropriated by the California State Legislature and approved by the Governor through the budget process. Through this process, funds are appropriated in three major categories:

Support covers all expenditures within the California OHMVR Commission and its own State Vehicular Recreation Areas (SVRAs)—except capital outlay and local assistance.

Capital Outlay includes acquisition and development of SVRAs.

Local Assistance Grants are made to local and federal agencies to develop, maintain, and manage OHV areas on their lands. Public Resources Code Section 5090.61(a) allows for up to 50 percent, but in reality, only about **30% (~ \$16 million) of the OHV Trust Fund is used for grants to local communities, counties, and federal agencies**. The allocation of grant funds is overseen by the Off-Highway Motor Vehicle Recreation Commission.

In the past, the entire \$16 million was available for a diversity of OHV-related expenditures, such as operations & maintenance (O&M), capital improvements, and law enforcement. However, with the passage of California Assembly Bill 2274, 62% of these funds must be spent on conservation, enforcement and restoration—leaving less than \$5 million available for O&M, capital, or law enforcement grants.

With only \$16 million available for fiscal 2003, the OHV Trust Fund received more than \$25 million in requests. For fiscal 2004 OHMVR has received \$37 million in grant requests, but only has \$17 million (46% of the requests) in available Grant Funds. ***It is doubtful that any one agency will receive sufficient funding to maintain existing operations without another source of revenue.***

Furthermore, the BLM is now required by the OHMVR to meet much tougher standards for management of its natural resources and the OHV Trust Fund Commission now requires each grantee:

- develop WHPPs (Wildlife Habitat Protection Plan) specific to each OHV area,
- conduct research to determine the effects of OHV activity on wildlife and soils,
- ensure compliance with CEQA. (California Environmental Quality Act),
- make applications available for public review,

- host public meetings to solicit comments prior to submitting applications, and
- submit letters of support and opposition with its proposal submissions.

These new requirements make the **grant application process** more cumbersome and, therefore, not cost-effective as a source of O&M funding.

In summary,

- 1) OHV Trust Funds are no longer as available for tangible, ongoing O&M expenses—70% of the fund being earmarked for environmental uses only.
- 2) Competition for Fund grants has nearly doubled during the past year, from \$25 million to \$37 million in requests.
- 3) The new process, documentation and research requirements make the grants so cumbersome and expensive to administer that it is no longer a cost- nor time-effective source of revenue.
- 4) The change in focus and purpose of the program also makes it unreliable for funding multi-year commitments, such as personnel expenses, roadway maintenance and contracted services.

Volunteer Programs

BLM Visitors are also loyal and dedicated to their public lands. To sustain the health, productivity, and diversity of millions of acres of public land would be an insurmountable task without the help of volunteers. The BLM has effectively partnered with volunteers for years—thereby directly forestalling the introduction of user fees. Volunteer activities and support are as diverse as the personalities behind them—whether participating in 1-day events, serving as campground hosts throughout the summer, or coming in to the office on a daily basis, volunteers enable BLM to provide a wide range of services to public land visitors. The BLM places great emphasis on the fact that public lands belong to all Americans, but it is volunteers who take the responsibility of ownership seriously. They serve as an example to all citizens.

The BFO Volunteer Program reported nearly 20,000 volunteer hours contributed by almost 900 individuals during fiscal 2002.

On October 19, 2002 members of the off-road racing community gathered in Stoddard Valley, the second largest OHV area in California, to participate in the Coalition of Off Road Desert Racers' (CORDR) third annual *Operation Clean Desert*. During this year's event, 105 off-road desert racers, fans, crews, friends and others, arrived in Stoddard Valley, not only to clean up trash, but to have fun as well. Competition focused upon who could get the largest load of trash!



Volunteers collected a mere 25 tons of trash compared to 41.5 tons the preceding year—education efforts are apparently paying-off. This proves that the off-road community is making a difference on public lands in the Barstow Field Office.

The Irwin Estates area (north of Barstow off of Irwin Road) is also a much cleaner place thanks to the leadership effort of Dawn Van Norman. Dawn contacted the Barstow Field Office in November with the desire to organize a clean up of the county and public lands adjacent to her neighborhood. With the County of San Bernardino already on board, the Barstow Field Office readily agreed.

The partnership proved to be a great success. The day of the clean up brought over 70 volunteers, most of which came from the Irwin Estates area. Randy Ross, from Desert Disposal, donated the use of six 40-yard dumpsters and Delores Jones from the County Code Enforcement team was on hand to monitor what went into the dumpsters. The volunteers were successful in collecting over 25 tons of trash and the County of San Bernardino picked up the tipping fee tab. That puts the total trash collected by the Barstow Volunteer Program at more than 300 tons.

A special thanks to volunteers Bill Cook, Kurt Klauer, Alden Sievers, and Al Vallejos for supervising the volunteer crews, Kyle Shell and Jane Sievers for assisting with the recognition barbecue, and BLM employee Brad Mastin for his ongoing support.

Notice in the following data chart that Recreationists comprise almost half of the TOTAL volunteer hours.

Table 1, 2002 Volunteer Support Barstow Field Office	
Program	Volunteer Hours
Recreation	7,980
Biological Resources	5,088
Wild Horse and Burro	-
Cadastral Survey	-
Wilderness	-
Riparian/Watershed	474
Cultural/Historical	-
Minerals	-
Support Services	2,431
Environmental Education/Interpretation	3,430
Other	32
Total Hours	19,435
Value of Work	\$329,423

Fees

Recognizing the looming appropriations stagnation, the U.S. Congress authorized federal agencies to charge entrance fees, use fees, Special Recreation Permit (SRP) fees, or some combination thereof under provisions of the Land and Water Conservation Fund Act (LWCF) and the Emergency Wetlands Resources Act (EWRA).

In 1996, the Bureau of Land Management, the National

Park Service, the U.S. Fish and Wildlife Service and the U.S. Forest Service were directed by Congress to implement the Recreational Fee Demonstration Program at up to 100 projects per agency. This program allows for new or increased Entrance Fees, User Fees, or Special Recreation Fees to be collected. ***Thus far, the BLM has returned 100% of the new revenue to the area/site where it was collected.***

- 1) **Entrance fees** are those fees charged for entering designated federal LWCFA, EWRA and Recreational Fee Demonstration areas.
- 2) **Use fees** are those fees charged for using facilities and services, such as campgrounds, camping pads, and access roads.
- 3) **Special Recreation Permit** fees are those fees charged for specialized uses, such as group activities, recreational events, and use of motorized recreational vehicles in designated federal LWCFA, EWRA and Recreational Fee Demonstration fee areas.

1999 California Desert District Business Plan (CDDBP)

The *California Desert District Business Plan* evaluated potential Use Fee sites throughout southern California Field Offices. Fees have already been implemented

throughout the CDD since adoption of the 1999 business plan. Specifically, the following non-OHV sites: Afton Canyon, Coon Hollow, Corn Springs, Cottonwood, Fossil Falls, Owl Canyon and Wiley's Well Campgrounds, all LTVAs (Long-Term Visitor Areas), and Tumco. The *Imperial Sand Dunes* and *Lark Canyon OHV Recreation Area*, were the only OHV areas within the District to implement a use fee at that time—with the intent of providing tangible, on-the-ground services.

The overarching philosophy driving this document, “policy shift” to some, is the recognition that OHV Trust Fund Grants will no longer be available to fund the ongoing operations and maintenance (law enforcement, EMS, communications, site improvements, etc) necessary to operate OHV Open Areas in the safe and responsible manner required by law. Therefore, the BLM intends to utilize a more focused and logical Use Fee strategy to manage site maintenance, on-site staffing, law enforcement, EMS and temporal visitation to:

- reduce dependency upon contract labor,
- reduce dependency upon unpredictable—and shrinking grant funds,
- return to a more stable level of staffing,
- provide a consistent on-site presence, and
- provide tangible services to visitors.

BARSTOW FIELD OFFICE BUSINESS PLAN

BARSTOW FIELD OFFICE SITES

Narrative

The Barstow Field Office (BFO) is one of five Field Offices in the California Desert Conservation Area (CDCA). The BFO manages approximately three million (3,000,000) acres of public lands spanning from the north side of the San Bernardino Mountains to Death Valley Junction, and from the Los Angeles/San Bernardino County line, east to the Nevada border. The BFO jurisdiction excludes private property, military land and National Park Service reserves within that general area. Elevations in the Mojave Desert (High Desert) range from about 1,000 feet to about 7,000 feet above sea-level.

The Barstow OHV program is arguably the largest and most diverse OHV program in the nation—five OHV Recreation Areas encompass approximately 300,000 acres of unrestricted OHV access. The diversity of opportunity is also staggering—from renowned sand dune recreation at Dumont Dunes; to timed land speed trials; wind sailing; gyrocopters and ultra-light aircraft at El Mirage Dry Lake; to extensive OHV use in the nearby Shadow Mountains; to nationally recognized car and truck Desert Race Series; motorcycle Desert Races, Enduros, Trials events; four-wheel-drive Tours and Rock Crawling events throughout the Johnson and Stoddard Valleys on a weekly basis throughout the year.

The five specifically designated OHV recreation areas within the Barstow OHV system are:

Dumont Dunes (10,056 acres)

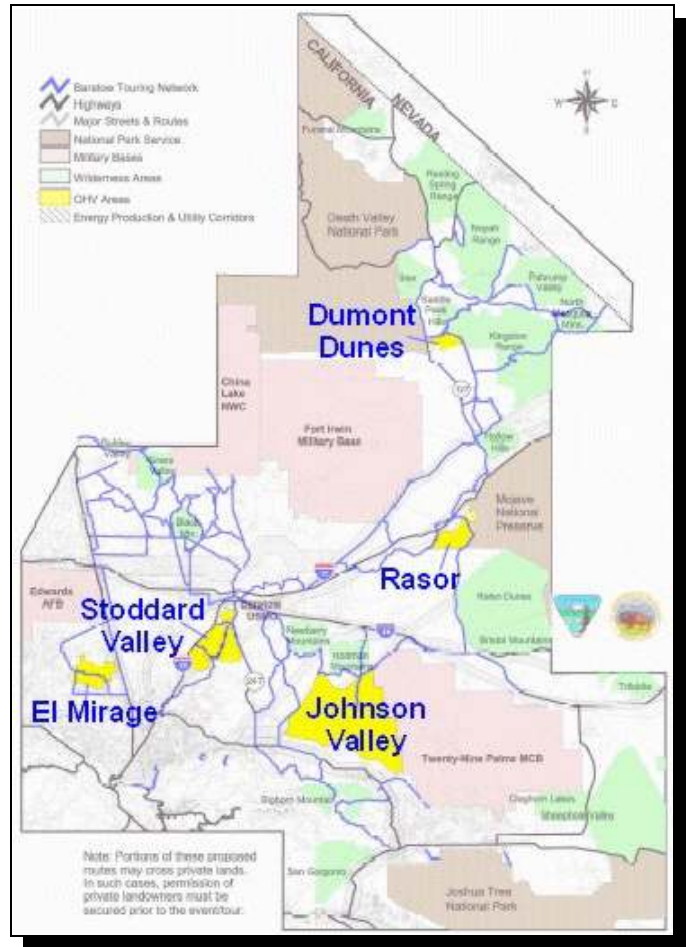
The Dumont Dunes Recreation Area is located in the northeast corner of San Bernardino County—about 34 miles north of Baker. Access to the recreation area is via the Dumont Dunes Road located off State Highway 127. It is a remote OHV area bordered by steep volcanic hills and the slow-moving Amargosa River.

The area attracts more than 112,000 visitors annually—primarily during the months of October through May which comprise the “use season.” Its popularity stems from its unique sand dune complexes which are noted for their height and steep-sided razorbacks. Adjacent to the steep “Big” dunes are the “Little” dunes, which provide family-oriented opportunities for novice and intermediate riders. The steep razorbacks of the “Big” dunes complex are definitely for the experienced rider.

Dumont Dunes provides the closest and most convenient sand dune recreation experience for people from the Nevada communities of Pahrump and Las Vegas—two of the fastest growing communities in the west. Increased usage is also attributable to the implementation of Use Fees at the Imperial Sand Dunes. *(Note that this impact is anecdotal rather than statistical, but definite nonetheless).*

Fee Funded Services and Projects

One critical management component is the installation of counters at both the Big and Little Dunes. Factual data must be developed upon which staffing and service decisions can be based. For example, the fee revenue projections are based upon a certain percentage of compliance of projected visitor / vehicle counts, but these projections are derived from random observations (on-the-ground and “flyovers”). If those projected observations differ significantly from reality, then the projected expenses



(number of vault toilets, required number of emergency service and law enforcement personnel, wear-and-tear and resultant roadway maintenance, etc.) are all in error. Long-term management actions must be based upon hard data; therefore, installing counters must be a high, pre-season priority.

Dumont “Big” Dunes also have a primary access road, and should locate self-pay machines (with a pass checkpoint) on Dumont Road prior to the *Sperry Wash Route* fork in the road; while the “Little” Dunes should implement a Self-Pay machine at minimum. This is a management/LEO decision that should be influenced, to some extent, by a desire and need to experiment. The “Little” Dunes is a compact enough area that campsite visits could be made by a Ranger and LEO—to disseminate information as well as to check for Use Passes. The compactness also makes it less inconvenient for a visitor to leave camp to go to a Self-Pay Machine to purchase a Permit.

BFO will experiment with campsite visits (in pairs, a Ranger and a LEO) at the “Little” dunes—with a Hand-Held Card Reader. (The “Little” dunes provides an even better “test bed” for the devices than El Mirage because of its compactness). At the ISDRA, only 1/3 of the passes were purchased with credit/debit cards; therefore, we do not expect huge results, most visitors will probably have cash and need to return to the Self-Pay Machine for cash

purchases. However, we need to experiment with this approach to develop some hard data about customer reactions, employee reactions and compliance impacts.

Note that as an alternative to entrance stations, the contractor could set up cones to route traffic to/through a turnout with Self-Pay machines as the ISDRA has done on Gecko Road; thus, locating a checkpoint behind the turnout to verify possession of passes. Self-Pay machines could be located nearby for mid-week visitors, but you should not rely upon them solely.

Universal Parking's ISDRA manager expressed an interest in the El Mirage and Dumont sites even at the lower visitation numbers; therefore, BFO will pursue self-pay machines through our normal bid process.

The largest categories of expenditures are labor and maintenance with their supporting vehicles and equipment. Currently, Dumont Dunes is not staffed on a full-time basis. To ensure a consistent level of service, this pricing strategy includes adding two positions (Park Ranger and LEO) to maintain a physical presence at Dumont (Big & Little Dunes) on EACH weekend of the visitation season (October-May), and some contracted law enforcement and emergency medical services personnel on the six major holiday weekends.

Local emergency services support allows up to \$10,000 to reimburse area organizations for services rendered as more cost-effective than providing dedicated coverage with BLM resources.

Routine road maintenance will continue four to six times per year throughout the area, while extended maintenance to the road base itself will begin on a three-year cycle. Such an on-going, consistent schedule enables consistent maintenance costs from year-to-year with the existing maintenance crew and amortization of vehicle costs in a manner that supports a level pass fee instead of a fluctuating or exorbitant fee. Furthermore, over time, this approach will develop a hard pack base that is resistant to blowouts (washouts) which should decrease the more costly emergency repairs of the past (\$170,000 for the last blowout of Dumont Road). We reviewed numerous options through asphalt paving, but to implement on-going and consistent maintenance of the existing roadway seemed the most responsible and affordable decision from the customer's point of view.

Rescue buggies have proven cost-effective as well as life-saving in the ISDRA. Therefore, this plan recognizes and budgets for the addition of three to four rescue vehicles for the entire BFO over a four-year period—specifically, the addition of one vehicle per year in order to minimize the impact upon the pass price.

Another significant expense for the Dunes is the "Fencing" line item. Like it or not, intrusion into Areas of Critical Environmental Concern (ACEC), Wilderness and other protected areas is a major motivation behind the increasing closure of OHV recreation opportunities. Therefore, to demonstrate a serious desire and effort to protect such areas, the BFO will install fencing to prevent accidental intrusion by OHV recreationists. To minimize the impact upon Use Pass fees, the fencing is budgeted to install approximately one fifth of the total linear feet each year.

New vault toilets are budgeted at one per year to gradually construct a total of five or six throughout the Dumont Dunes. One additional per year was determined to accomplish the objective without significantly increasing the cost of the Use Pass.

Please refer to the following discussion within the *El Mirage Fee Funded Services and Projects* section for

questions regarding staff overhead.

ACCESS

The riding area is south of the Amargosa River and east of State Route 127, about 31 miles north of Baker (CA). There are two ways of getting to the dunes.

- 1) The Little Dunes staging and camping area is directly off of SR 127, for immediate staging.
- 2) About a mile further north on SR 127 is a dirt road, Dumont Road, which follows and crosses the river, to get to the main field of large dunes.

El Mirage (25,850 acres)

The El Mirage Off-Highway Vehicle (OHV) Recreation Area is located in the Mojave Desert on the western edge of San Bernardino County near the Los Angeles County Line. *El Mirage is the closest OHV Open Area to greater Los Angeles.* This off-highway vehicle riding area attracts a diversity of activities: timed land speed trials, wind sailing, gyrocopter and ultra-light flights, model rocket launches and, of course, OHV riding.

The areas of interest include the El Mirage Dry Lake Bed, the Shadow Mountains, the El Mirage Basin, and the Twin Hills area—comprising the 25,850 acre project area—all of which is available for open OHV use. (Roads and trails are not typically designated within an open area, but there are approximately 12 miles of infrastructure road). Additionally, two loop trails (13-mile and 18-mile), have been identified and signed for public use. Elevations range from about 2,800 feet at the El Mirage Dry Lake to more than 3,800 feet in the Shadow Mountains.

El Mirage recognizes a primary use season similar to Dumont Dunes of October - May; however, because of the diversity of activities and recreationists attracted to the area, El Mirage is busy year-round. In 2002, more than 124,000 recreationists visited El Mirage.

Project History

El Mirage is a complicated project, involving several government agencies, many diverse user groups and local communities. It has evolved over more than 30 years of planning. Implementing fee collection is a complex and potentially divisive prospect. It will, by necessity, need to be accomplished in the same manner that most issues have been resolved dealing with this project, by careful planning and consensus building with the partners, particularly the *Friends of El Mirage*, and by patient, persistent communication with the real project constituents—the individual recreational and commercial visitors who have been coming to El Mirage for over 60 years.

Recreational use on El Mirage lake and the surrounding mountain and bajada areas started as early as the 1930's. In the postwar years, jeeps and motorcycles became increasingly popular. By the late 60's the traditional activities were actively continuing, and the OHV activities had spread from the area immediately surrounding the lake, up to ten miles in all directions. BLM "Public Lands" were located throughout the area, including almost one-half the lake bed, scattered parcels throughout the valley, and several isolated sections north of the El Mirage. Like most of the private landowners, BLM was concerned about the unrestricted nature of the activities, but the broken ownership pattern was a barrier to any simple solutions for the issues.

In the early 1970's, the recreational value of El Mirage and the need to manage the area as a park were

recognized. San Bernardino County Regional Parks Department conducted a study of recreational use. The conclusion was that management of the area would be beyond the capacity of the county to fund, particularly because the Recreationists of the area were from several surrounding counties.

In 1973, the California Department of Parks and Recreation Off-Highway Motor Vehicle Recreation (OHMVR) Division studied the area for possible inclusion as a State Vehicle Recreation Area. While acknowledging a need for management, the planners felt that the diversity of recreational uses at El Mirage were not within the mandate for the SVRA program.

In 1980 the BLM issued the California Desert Conservation Area Plan, which established broad guidelines for managing the public lands in the Desert District. The CDCA Plan classified the area in the El Mirage Valley as open to OHV use. While this classification was an acknowledgment of the importance of the area for recreational use, it left unresolved issues, including trespass, and health and safety of visitors.

In 1981, the OHMVR undertook another study of the area, and issued a report recommending that the area should be managed to allow OHV recreational use which, they concluded, would benefit people from throughout the state and protect other areas from unmanaged OHV use.

As a result of this report, BLM applied for a grant from the OHMVR program to provide interim management (and stability) to the area until a feasibility study could be conducted. In 1986, BLM received almost \$290,000 from the program for a three-year period. A workgroup, including BLM, local citizens and user group representatives, prepared the feasibility study and released the document, *A Proposal to Establish the El Mirage Special Recreation Area*, in 1986. The feasibility study documented that more than 85% of area visits are OHV-related. The Proposal presented solutions to the most pressing issues of trespass and health and safety related the recreational use in the area.

In November 1988, an interagency agreement was signed officially establishing the El Mirage Cooperative Management Area as a joint venture between Los Angeles and San Bernardino Counties, California OHMVR, and the BLM.

When the Management Plan for El Mirage was developed, and signed in 1990, user fees for project funding were considered to be a necessity as a component of the funding mix. Since that time, the complications of implementing fees have postponed the inevitable, and grant support from the OHV Trust Fund have delayed the necessity of fee collection.

Section III, Management Program; Paragraph C, Visitor Management; Sub-paragraph 3, Fees (page 27) reads:

Charge fees for each primary vehicle entering the Management Area (except those persons on official business and inholding landowners).

The initial entrance fees (1990) were set as follows:

(a) \$5 per vehicle - daily rate, 14-day camping limit.

(b) \$40 seasonal pass - unlimited access for one calendar year.

Fees are still a necessity for funding the project, meeting the goals of the management plan, and providing the stability needed to sustain it into the future. Two factors are driving the current effort to implement fee collection:

OHV Trust Fund Grants have provided the majority of project funding since 1983. Almost 30 million dollars have

been granted to acquire much of the land, provide much of the development that has occurred, and provide most of the day-to-day operational support for the project. The original intent of the grant program was to provide start-up funding for the project.

In 1988, Congress passed legislation mandating the collecting of user generated fees, and authorizing a retention of these fees to provide services in addition to those available from appropriated funding.

1990 Management Plan Management Goals

The plan provided a management philosophy for the project, as well as guidance for specific implementation of project goals. While the two are interrelated, it is important to review the Management Goals outlined on page 9 of the plan.

This plan identifies the actions necessary to create and manage the El Mirage Cooperative Management Area during the next ten years, 1990-1999. The criteria used in developing the goals to guide the plan are outlined in the CDCA Plan, Bureau Policy, and State and Federal law. The following goals focus the management effort toward resolving the issues concerning public use of the El Mirage/Shadow Mountain Area. The goals are not listed in order of priority; they are all critical to the success of the Management Area.

- Manage the setting in the El Mirage Cooperative Management Area for intensive outdoor recreation – allowing for the widest variety of activities possible – free from restrictive zoning.
- Manage non-recreation activities to allow for the greatest variety of such uses and to ensure that they result in minimal conflicts with recreational visitors.
- Manage the lake bed surface to maintain its smooth condition, historical acreage, historical shoreline, and to provide unobstructed open space.
- Mitigate impacts to the natural resource base within the boundaries of the Management Area to sustain long-term recreation use.
- Involve the local residents and visitors in the day-to-day management of the area.
- Provide sufficient visitor services within the Management Area and the zone of influence to ensure the health and safety of visitors, to enforce the law (relative to recreation activities), and to disseminate information necessary to achieve management goals.
- Provide a minimal infrastructure of roads, facilities, and communications to provide the most basic of visitor services.
- Consolidate land within the Management Area into public ownership to eliminate the trespass situation, to provide access, and to enable BLM to effectively manage uses within a multiple-use context.

Attitudes & Intentions

Since the early discussions of recreational management of El Mirage, project funding has been one of the most critical elements. No one agency can afford the entire cost of operations and maintenance funding. into the future with appropriated funding. As the primary public landowner in the area, BLM assumed the role of lead agency and provided over one-half (1/2) of the land base within the project boundary. BLM cannot reasonably foresee available appropriated funding to entirely support the project.

San Bernardino County has provided much of the

State Parks OHMVR Grants have provided funding and oversight for most of the acquired property, infrastructure and operations funding for the last 15 years. The project will continue to apply for OHV grants in the future, but grants are increasingly competitive, and the mix of recreational activities at El Mirage is much wider than other OHMVR funded projects. Additionally, there is both the perception by the OHV community and the reality that non-OHV visitors have benefitted from the OHMVR grants without contributing to the program. OHV grants have been an essential source of funding in the past, but there has always been an implied understanding that the project would become increasingly self-supporting, and allow the OHMVR funding to be utilized for other projects.

One important premise of the Federal Fee Collection legislation is that user fees cannot be charged to replace appropriated funding. BLM should continue to provide management oversight for the project and to supply materials and services, as available, to the present level of appropriated funding, at the least.

The 1990 plan identified a management area enclosed by a fence, with funding supplied by collection of fees. The concept that was proposed was far different than other BLM managed projects in the California Desert; the project plan called for a relatively intensively managed “park” that would protect the sensitive resources, improve visitor safety and reduce conflict between diverse recreational activities in the area, and reduce the level of “trespass” OHV activity in the surrounding community.

- supported the Operations and Maintenance (O&M) needs for the project (about \$300,000 in FY 2000) including full funding for one Law Enforcement (LE) Ranger, one visitor services specialist, one maintenance worker, and a project manager. It also supplies partial funding for staff to oversee project management, equipment operator time for road and trail maintenance, additional LEO staffing, and resource specialist time to assist in the development of a resource monitoring program for the project.
- provided development funding that has been utilized for construction of perimeter fencing, nine vault toilets, and a maintenance facility, and provided a funding reserve that will be used to improve the main access road and an entrance station.
- provided acquisition funding which has been utilized by San Bernardino County's Real Estate Services Staff to purchase 10,441 acres to date, almost 85% of the 12,357 acres of private land within the boundaries of project implementation.
- The El Mirage Project is very much a joint venture, including both the public and other agencies; along with

There is continued support from all project partners for implementation of more of the El Mirage Management Plan, including more intensive management, and the collection of fees:

- This level of support for fees is unusual and is not universal. In a 1998 survey of recreational visitors, 40% of those polled claimed that they would not pay any entrance fee. Verbal and written surveys by staff and volunteers during the 1999 - 2000 OHV Season confirmed at least the same level of opposition. Any communication strategy will have to overcome these aversions to fee collection in the user public, and capitalize on the support from our partner groups.

Furthermore, the imposition of new fees for a previously free service or product is always viewed negatively by customers. This aversion will be further exacerbated by related implementation actions, such as:

- Overcoming these user concerns will take patience and persistence by involved staff and volunteers and a unified message from our partners. Since the signing of the management plan in 1990, the El Mirage Management Area has been in the process of becoming a Park, with the mission

of sustaining an area dedicated to the spectrum of activities that have drawn a variety of recreationists for the last 50 years.

Fee Funded Services and Projects

El Mirage is currently staffed by one full-time Park Ranger (*Outdoor Recreation Planner* in BLM parlance) and one full-time maintenance worker. To ensure a stable level of service the first goal of the fee plan is to retain these two valuable employees. A second priority is to retain the existing Law Enforcement presence to ensure that all visitors enjoy a safe-and-sane recreating environment. Thirdly, the pricing strategy includes adding two full-time emergency medical-trained Park Rangers, one seasonal, full-time maintenance worker, and funding two vacant law enforcement officer positions that have not been staffed due to the funding shortfalls.

Part of the emergency services responsibility includes fire runs performed by the El Mirage Volunteer Fire Department (EMFD). While the acquisition of surrounding property is providing the desired buffer zone of protection from trespass, it has also reduced the property tax base from which the EMFD is funded. Therefore, the budget allows for an estimated \$10,000 in-lieu (of taxes) payment to the EMFD. The actual number should, of course, be negotiated with the EMFD and based upon the final effects of total property acquisitions.

A significant, one-time infrastructure expenditure is the construction of an RV Dump Station. This is not a mandated service, but a visitor request/suggestion that comes up repeatedly in discussions and surveys.

The more mundane components, but critical to the survival of this unique recreation area focus around maintenance, including roads, signs, trails, hazard reduction, protective fencing and restoration, vehicles, and continuation of *El Mirage Days*.

The largest category of expenditures is, of course, labor. Thus, the most frequent question that we anticipate is "Why do we have to pay for all the BFO "planning" staff and eight different LEO positions when the earlier paragraph specifically stated "adding two"?"

Good questions. First and foremost, note that the fees are not being used to pay for the entire time of these positions, but only that time devoted directly to OHV planning and implementation activities. For example, the Volunteer Coordinator is extremely active with the *Friends of El Mirage* and the *Friends of Dumont*; therefore, the budget charges 91% of her time to the fee program. However, note that only 30% of the Biological Technician's time is charged to OHV (grant applications, on-site monitoring and reporting required by OHV Trust Fund grants, NEPA (national environmental policy act) compliance etc.).

Regarding the LEO positions, note that six of the eight LEO positions are small percentages, not full-time at one-site positions. That is to say, that with the significant reduction in OHV Trust Fund Grants that previously paid for the LEOs, BLM staff believe it is most cost-effective to add one full-time position at each site, and to distribute the other six positions throughout the BFO as "floaters" when and where needed. Again, this is much more cost effective than understaffing each site with the loss of grant monies and then contracting for holiday weekend staff through outside agencies—look at the extreme expense and headache experienced at the ISDRA.

Two "significant" expenses remain to be discussed: road

maintenance and the Visitor Center. Routine road maintenance will continue four to six times per year throughout the area, while extended maintenance to the road base itself will begin on a three-year cycle. Such an on-going, consistent schedule enables consistent maintenance costs from year-to-year with the existing maintenance crew and amortization of vehicle costs in a manner that supports a level pass fee instead of a fluctuating or exorbitant fee. Furthermore, over time, this approach will develop a hard pack base that is resistant to blowouts (washouts) which should decrease the more costly emergency repairs of the past. Once Mountain View Road is paved, sealing/re-surfacing every three years costs about \$30,000; the budget allocates \$10,000 per year to enable a level impact upon user fees and allocations instead of fluctuating user fees from season-to-season.

Rescue buggies have proven cost-effective as well as life-saving in the ISDRA. Therefore, this plan recognizes and budgets for the addition of three to four rescue vehicles for the entire BFO over a four-year period—specifically, the addition of one vehicle per year in order to minimize the impact upon the pass price.

As for the Visitor Center, the *Friends of El Mirage* seem intent upon the development of this project, and if they can accomplish it, they do have a story to tell. Incorporating the El Mirage Museum and SCTA displays into the building will expand its public benefit as well. However, everyone talks of obtaining a grant to build it, but grants are finicky. Therefore, based upon the intensity of discussion and passion for the project, we have budgeted \$100,000 per year to ensure that you can proceed within five years. Ideally, a grant will be located and awarded, but in case not, such budgeting and incorporation into the Use Pass fee will ensure that the project moves forward. Most likely, the funds will be used to match a partial (matching-fund) grant (a type of grant that is growing in popularity because they demonstrate local commitment to projects) which is much easier to secure than a completely funded grant.

At worst, building the fund will offer security against contingency costs (such as the right-of-way surprise just encountered on Mountain View), and will provide for operation costs of the visitor center without necessitating an increase in fees upon construction and opening. Once the project is complete, the line item would be moved to maintenance and the specific dollar amount nailed down based upon the final dimensions, staffing and utilities designed into the structure.

ACCESS (El Mirage)

The riding area is located west of the town of Adelanto (CA), between US highway 395 and the Los Angeles County line.

From the East, most visitors access the area from US highway 395 in Adelanto by taking Crippen Avenue west and following the signs toward the town of El Mirage. Just east of the community of El Mirage, Mountain View Road goes north from El Mirage Road and enters the El Mirage OHV Recreation Area. A sign at this intersection directs visitors to the recreation area.

From the West, take Palmdale Boulevard east to 240th Street and turn north (left). At Avenue P, turn east (right). At the San Bernardino County line, Avenue P becomes El Mirage Road. Follow El Mirage Road through the community of El Mirage to Mountain View Road. Mountain View Road lies north from El Mirage Road and enters the El Mirage OHV Recreation Area. A sign at this intersection directs visitors to the recreation area.

Rasor (22,485 acres)

The Rasor OHV Recreation Area is located 14 miles southwest of Baker. It is bordered on the east by the Mojave National Preserve and on the west by the Afton Canyon Natural Area. Rasor Off-Highway Vehicle Area is an exciting and more remote area for the off-highway vehicle user. The area has rolling hills, open valleys, and sand dunes that invite the rider willing to travel to this area. Elevations range from about 2,427 feet elevation down to about 1,275 feet elevation at the Mojave River. Besides the remote nature of the area, another attraction is the historic Mojave Road which runs through the riding area into the Mojave National Preserve (street-legal vehicles only in the Preserve). Vegetation consists of creosote scrub, some annual grasses and wild flowers.

Fee Funded Services and Projects

Rasor, because of its remoteness, and minimal maintenance and service requirements, will remain free-of-charge to OHV recreationists. Free access to Rasor will meet the needs of those recreationists within the BFO geographic area who do not want to purchase Use Passes, and will enable BLM staff to market it to certain niches of the Dumont Dunes and El Mirage visitors—to encourage self-dispersal throughout.

ACCESS

The riding area is located between Interstate 15 and the Mojave National Preserve, about 25 miles southwest of Baker, California. Access to the recreation area is from Interstate 15 by taking either Basin or Rasor Road—both are graded dirt.

Johnson Valley (188,374 acres)

Occupying 188,374 acres, the Johnson Valley OHV Recreation Area is the largest designated OHV Open Area known to exist. It is located northeast of Lucerne Valley and is one of the most popular OHV riding areas in the California Desert. Popular camping areas include Anderson Dry Lake, Soggy Dry Lake, Cougar Buttes, Means Dry Lake and the Rock pile. Elevations range from 4,600 feet at Hartwell Hills to 2,300 feet at Melville Dry Lake. Vegetation consists of creosote scrub, annual grasses, wild flowers and Joshua Trees. The Area is the home of two ACECs, one to protect the Soggy Dry Lake Creosote Rings, and one to protect the Upper Johnson Valley Yucca Rings, both unique vegetative assemblages. The creosote bush rings found in this area are generally recognized as the oldest living plants known to man.

Johnson Valley hosts a diverse range of OHV events ranging from competitive motorcycle *Hare and Hounds*, motorcycle *Enduro*'s, motorcycle *Trials* events and truck and buggy races. Rock Crawling is a new and emerging sport—to a large extent born in the Johnson Valley Open Area—in which highly specialized four-wheel drive vehicles are used to “crawl” over rock obstacles. This has grown into multiple national series competitions, including the American Rock Crawling Association, ProRocks, and CalRocks. The area hosts over twenty-two (22) permitted events throughout the primary recreation season, October - May.

Fee Funded Services and Projects

As in Dumont, the installation of vehicle counters is not an option. Factual data must be developed upon which staffing and service decisions can be based.

Johnson Valley has the longest aggregate access roads which must be maintained of any of the BFO sites; therefore, it's budgeted Roadway maintenance is five times that of the

other areas, but it is still based upon a three-year cycle. Routine road maintenance will continue four to six times per year throughout the area, while extended maintenance to the road base itself will begin on a three-year cycle. Such an on-going, consistent schedule enables consistent maintenance costs from year-to-year with the existing maintenance crew and amortization of vehicle costs in a manner that supports a level pass fee instead of a fluctuating or exorbitant fee. Furthermore, over time, this approach will develop a hard pack base that is resistant to blowouts (washouts) which should decrease the more costly emergency repairs of the past.

Rescue buggies have proven cost-effective as well as life-saving in the ISDRA. Therefore, this plan recognizes and budgets for the addition of three to four rescue vehicles for the entire BFO over a four-year period—specifically, the addition of one vehicle per year in order to minimize the impact upon the pass price.

Currently, while this business plan does not recommend adding a full-time presence at Johnson Valley, it does budget to provide an increased presence to “get a handle” on what is happening on-site on a regular basis. This should be achieved through Park and LEO Ranger rotations and flexible schedules in light of activity/need at Dumont Dunes and El Mirage.

The addition of one or two vault toilets should also minimize the impact of unprepared participants, and serve as a minimal customer relations / service for this unstaffed area.

ACCESS

Access to the recreation area is from Camp Rock Road on the western boundary and by way of Bessemer Mine and Boone Roads, all three north of State Highway 247, just a few miles east of the community of Lucerne Valley. Most visitors access the area off Camp Rock Road by driving north off of Highway 247.

Stoddard Valley (54,679 acres)

The Stoddard Valley OHV Recreation Area is characterized by steep rocky mountains, rolling hills, open valleys, and winding sand washes. Elevations range from 5,000-foot Stoddard Peak, to 2,800 feet at Turtle Valley. Stoddard Valley Open Area offers a diverse landscape for off-highway vehicle recreation. The riding area is triangular-shaped, formed by Interstate 15 and California Highway 247 (Barstow Road), immediately south of Barstow, California.

Most visitors to the area ride motorcycles and ATV's while some tour the area in four-wheel drive vehicles. The area hosts over 12 permitted OHV events including motorcycle, truck and buggy races, four-wheel-drive tours, and new product testing.

Fee Funded Services and Projects

Stoddard Valley is very similar to Johnson Valley from the management perspective. As with Johnson and Dumont, the installation of vehicle counters must be completed prior to the 2003-2004 visitor season. Factual data must be developed upon which staffing and service decisions can be based.

Routine road maintenance will continue four to six times per year throughout the area, while extended maintenance to the road base itself will begin on a three-year cycle. Such an on-going, consistent schedule enables consistent maintenance costs from year-to-year with the existing maintenance crew and amortization of vehicle costs in a manner that supports a level pass fee instead of a fluctuating or exorbitant fee. Furthermore, over time, this approach will

develop a hard pack base that is resistant to blowouts (washouts) which should decrease the more costly emergency repairs of the past.

Rescue buggies have proven cost-effective as well as life-saving in the ISDRA. Therefore, this plan recognizes and budgets for the addition of three to four rescue vehicles for the entire BFO over a four-year period—specifically, the addition of one vehicle per year in order to minimize the impact upon the pass price.

Currently, while this business plan does not recommend adding a full-time presence at Stoddard Valley, it does budget to provide an increased presence to “get a handle” on what is happening on-site on a regular basis. This should be achieved through Park and LEO Ranger schedule rotations

based upon actual priority assignments at Dumont Dunes and El Mirage.

The addition of one or two vault toilets should also minimize the impact of unprepared participants, and serve as a minimal customer relations service for this unstaffed area.

ACCESS

Stoddard Valley is located just south of Barstow, east of Interstate 15, and west of Highway 247. Access is from Interstate 15 by either the Hodge Road exit or the Outlet Center Drive Exit (formerly Sidewinder Road), or from Highway 247 from Stoddard Wells Road and Lee Berry Road near the Slash X Cafe.

MARKET ANALYSIS

Customer Profile

No new profiling surveys have been conducted of BFO OHV Recreationists since the 1992 El Mirage Study and the 1997 Dumont Dunes study which were discussed in detail in the original *CDDBP*. However, to recap that data:

Dumont Dunes

The typical Dumont Dunes recreationist is a male, California resident between the ages of 18 and 30, who travels in a group, but does not belong to an OHV organization. The average group size was 16 (note that this 1997 survey utilized averages which are significantly skewed from the median). Most visitors travel three - four hours and stay overnight (typically 1 - 3 nights). While in Dumont, they tend to engage in raftering for five - eight hours per day. The preferred time to visit is during the fall, but as the RMIS (Recreational Management Information System) data suggest, use is steadily increasing throughout the October - May season—especially the six major holidays.

There is a large and growing influx of visitors from Nevada—approaching one-half of the total visitors. Several such visitors have communicated in-person or via surveys that they have a great deal of difficulty locating and, therefore, purchasing the non-resident OHV permit. The fee program ensures that all users are contributing equally to site operations and maintenance expenses regardless of residency.

El Mirage

Most people visiting El Mirage are repeat visitors, with a significant number having visited six or more times in the last year. Most participate in a number of activities, the predominant being: motorcycle/mini-biking, ATV, 2- and 4-wheel driving, bicycling and landsailing. The primary activities which brought them to El Mirage included motorcycle/mini-biking, ATV, OHV EVENTS and 4-wheel driving. Of all the sites they frequented, El Mirage was the most visited.

The most frequent reasons cited for preferring El Mirage over other sites included: nearness to home, varying terrain, more racing area, and a general perception that it is a nice place to ride—particularly the openness and the flat lake bed. Visitors did not like the wind and dust, the poor access roads, nor the lack of restrooms or showers.

In general, based upon interviews and on-site observations, the vast majority of Off-Highway Recreationists are responsible, family-oriented (not necessarily families, but family-oriented) outdoor recreationists who partake of nature through their vehicles vis-a-vis a camera, rod, pole, hike, kayak, canoe or sailboat. As with most outdoor recreationists, they are environmentally conscious and recognize the need to “tread lightly” to ensure the continued continuity of their sport and preferred locations.

It is too easy to focus on the “machine,” instead of the person, but several recreationist-types (including RVers and campers) overlap within the OHV sector. During the on-site tours, we saw a predominance of Recreational Vehicles (RVs, “motorhomes” in the old nomenclature), but also noticed a tremendous number of tent-campers who had towed their OHVs behind a family sedan, wagon, pick-up, or SUV and had then pitched a tent next to the vehicle. With this observation in mind, let us look at recent data related to RV owners and campers in California.

The *RV Alliance America* conducted a camping study in 2001 that examined the changing demographics of the “typical” RV owner in light of the coming-of-age of the “baby-

boomers.” The authors of the article, *Camping at a Crossroads*, carried in the organization’s Spring 2001 newsletter *Inches to Miles*, pointed out that “Boomers” taking weekend trips in RVs will soon outnumber retired “RVers” taking extended vacations. The data indicates that sporting activities and youth programs are a major consideration and that RVers overall own more recreational equipment than non-RV owners. “While shopping, sightseeing and visiting family rank high for all RVers, **70% of the younger “Boomers” enjoy increased physical recreation, such as boating, swimming and motorcycling.**”

Campers in California, Travel Patterns and Economic Impacts was compiled by Dean Runyan and Associates at the behest of the California Roundtable on Recreation, the State of California Division of Parks and Tourism. Highlights of this study reveal the following:

- making reservations “easier to make” is the top request of all campers
- more than eight of ten campers became interested in camping and spending time outdoors as children
- more than half of all campers were with parents on their first camping trip
- friends and parents were greatest influences upon camping interests
- campers at National Parks outspend other public campground users
- campers rely **most** on their knowledge from previous trips, but *one-fourth of respondents also use the Internet*
- the majority of campers are California residents
- take trips only within the State of California
- the majority of trips are one week or less and
- usually, within 300 miles of home
- campers are relatively affluent—more than 2/3 report annual incomes of \$50,000 or more
- campers are relatively well-educated
- about 1/8 of campers are non-white.

When?

Each of the BFO OHV Open Areas receive regular, weekly visitation, including mid-week; but as generally perceived, the weekends, especially holiday weekends which facilitate longer travel time to more remote destinations—such as sand dunes—receive the bulk of visitations. Many, many families “OHV” for their annual vacations. Thus, these are extended stays, which often reach the 14-consecutive-day camping limit on BLM land, and/or encompass multiple destinations (Recreation Areas in BLM parlance).

The OHV Season typically runs from October through May—depending upon area-specific temperatures. Note that the temperatures affect usage, not only because of the impact upon the human body, but also because extreme heat affects OHV engines and tires.

Why?

Today’s high-pressure, fast-paced lifestyle has led to another oxymoronic phrase: **POWER LEISURE—the tendency to work-hard and to play-hard.** While the phrase often evokes images of high-adventure and high-risk recreation, it equally applies to OHV activities which provide that same exhilarating adrenaline rush when climbing (and descending) a sand mountain at a near-vertical attitude, and when navigating whoop-de-dos along a designated trail.

In addition to the excitement of **POWER LEISURE**, Corie Stancliff, California Department of Parks and Recreation

Planning Division, points out the health benefits of recreation to our overweight and “over-stressed” society. Ms. Stancliff cites several studies, ranging from the Surgeon General's Report *A Call to Action to Prevent and Decrease Overweight and Obesity* to studies by the *American Cancer Society* and the *Texas Heart Institute*. According to the *Center for Disease Control*, physical recreation:

- enhances personal growth
- reduces mild and clinical depression
- builds self-esteem and self-confidence in youth
- reduces tension and anxiety
- encourages spiritual renewal and personal growth
- increases mental relaxation, and
- generates a sense of well-being.

COMPETITIVE REVIEW

There are over 600 public, community, county, and private recreation agencies in California—BLM coordinates with 75% of them. The major suppliers of recreation are as follows.

Federal Recreation Lands

Over 90% of the federally administered lands are managed by agencies which have a legal mandate for outdoor recreation. Most of the federal lands are underdeveloped, often in remote mountain or desert areas, providing predominately rural, water-based or back-country recreation experiences. Public lands administered by the BLM account for 32% of the federal lands in California.

There are six principal federal agencies that provide recreation opportunities. These include the U.S. Forest Service, National Park Service, Bureau of Land Management, U.S. Fish and Wildlife Service, Bureau of Reclamation, and the U.S. Army Corps of Engineers. A detailed description of each of these was provided in the original CDDBP.

State of California

California Department of Parks and Recreation

California Department of Parks and Recreation (CDPR) is the lead state agency for park and recreation programs and activities. Nine other state agencies also provide a lesser amount of recreation activities as an important by-product of their principal roles, largely associated with water resources, fish and wildlife, and fire protection.

The CDPR manages four distinct programs: 1) the State Parks System; 2) the Off-Highway Motor Vehicle Recreation Program (OHMVR); 3) local grants and financial assistance; and 4) historic preservation. Three of these programs are oriented toward offering recreation facilities and programs to the state residents.

State Vehicular Recreation Areas (SVRAs) are OHV parks that are owned and operated by the OHMVR Division of California State Parks. There are currently 7 SVRAs totaling approximately 72,000 acres and growing. They were all purchased with OHV Funds and the maintenance/staffing of each is paid with OHV Funds. The State does not provide any assistance from the State's General Fund!

The map to the right identifies the location of the following SVRAs: 1) Carnegie SVRA, 2) Hollister Hills SVRA, 3) Hungry Valley SVRA, 4) Ocotillo Wells SVRA, 5) Oceano Dunes SVRA, 6) Prairie City SVRA.



Other OHV Areas

Other areas mentioned by visitors and vendors as offering a similar OHV experience to Dumont include Sand Mountain, Nevada; Little Sahara, Nevada and Coral Pink, Utah, and the BLMs own Imperial Sand Dunes.

Of course, the BFO's own Rasor dunes compare favorably to Dumont and, excepting the Dry Lake Bed, Johnson and Stoddard Valley OHV areas compare favorably to El Mirage. However, these BFO sites are perceived as opportunities to balance competing, and sometimes conflicting, uses throughout the management area through promotion and development. Table 2 reflects fee pricing ranges for the above agencies.

Table 2, Fee Ranges for Agencies within Southern California Geographical Area

Agency	Entrance	Season Entrance	Use (Parking)	Season Use (Parking)	Camping (Overnight)	Season Camping (Overnight)	Online Reservation Surcharge
Bureau of Reclamation			\$ 0 - \$ 10	\$ 30	\$ 5 - \$ 14		\$ 7.50
California State Parks	\$ 0 - \$ 10		\$ 0 - \$ 30		\$ 7 - \$ 20		
California SVRAs			\$ 4	\$ 40	\$ 6		
Fish & Wildlife	\$ 10 (7 days)		\$ 4	\$ 12			
National Parks	\$ 0 - \$ 10	\$ 50	\$ 0 - \$ 30		\$ 4 - \$ 12		
USFS (So Cal: Angeles, Cleveland, Los Padres, San Bernardino)	\$ 5 - \$ 10		\$ 25 - \$ 30	\$ 30	<i>not applicable where adventure pass enforced</i>		\$ 7.50

Market Niche Matrix

The following Market Niche Matrix, Table 3, is excerpted from the original CDDBP to illustrate the diversity of recreation occurring throughout the BFO. Recognize that while this document focuses upon OHV Recreation, there are many other recreational activities occurring throughout the BFO and, specifically, at the OHV areas discussed in this business plan.

Table 3, Market Niche Matrix

Field Office Site Name	Accessible	Locality Characteristic			Currently Attracts					(Duration) Attractive As			Origination Market		Recreational Opportunities / Interest(s)													
		Destination	Corridor	Gateway	Soloists	Families	Party Crowd	Other Group(s)	Seniors	Day-Use	Single-Night	Multi-Night	Rural	Urban										Trails				
															Archeological/Cultural	Bird Watching	Camping	Fishing	Hunting	OHV	River	Rockhound/Gold Pan	Scenic/BC Byways	Hiking/Backpacking	Horseback Riding	Mountain Biking	Watchable Wildlife	Wilderness
Barstow Field Office																												
Afton Canyon CG	Y	Y			Y	Y		Y	Y	Y		Y	Y	Y		Y				Y				Y	Y	Y	Y	
Amargosa Canyon		Y	Y		Y	Y						Y			Y	Y				Y				Y	Y	Y		Y
Calico Early Man Site		Y			Y	Y				Y		Y			Y	Y												
Dumont Dunes		Y			Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y												
El Mirage OHV		Y			Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y				Y								
Harper Watchable Wildlife	Y	Y			Y	Y		Y	Y			Y			Y	Y								Y			Y	
Johnson Valley OHV		Y			Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y				Y								
Rainbow Basin/Owl Canyon	Y	Y			Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y								Y	Y	Y		
Razor OHV		Y			Y	Y		Y		Y	Y	Y	Y	Y	Y	Y				Y								
Salt Creek		Y			Y	Y				Y			Y		Y	Y					Y			Y			Y	
Stoddard Valley OHV		Y			Y	Y		Y		Y	Y	Y	Y	Y	Y	Y												

The MARKET NICHE MATRIX should be used to develop “interest-oriented” pamphlets, signs, promotional material and educational efforts around those sites that appeal to the same or similar niche. Initial efforts should focus on the two main fee generation sites, Dumont and El Mirage to expand and diversify their customer base—through joint promotional efforts with nearby State and National Parks, roadway and on-site signing to promote non-OHV opportunities, such as camping, model rocket launching, camping adjacent to ACECs, Wilderness Areas and Preserves—to name just a few.

Once this effort is underway, focus could be shifted to promote, through similar on-site signing at El Mirage and Dumont, the nearby areas of Johnson, Stoddard and Razor—specifically promoting to subgroups who would enjoy the terrain of these other OHV areas.

This is intended as a positive approach that should encourage geographic as well as temporal dispersal to the less-frequented areas—thereby avoiding the use of higher pricing to turn people away, as the ISDRA is considering for the six major holiday weekends.

For example, Rock Crawling in Johnson Valley would likely appeal to the duner in a Rubicon who has never been to Johnson. Therefore, enhance and increase the number of kiosks at Dumont and El Mirage to be more professional-looking—distinct from the “community bulletin board” section—as with the Mitchell Caverns State Park kiosk in the image to the right.



Also, add a kiosk near each vault toilet and adjacent to or within the vending area to ensure exposure—most visitors simply drive by those kiosks near an entrance because they're "on a mission" to "stake their claim" and set-up camp. Our initial suggestion is a kiosk large enough to mount three or four poster-size, professional photographs of an appropriate activity or event (of each of the other four BFO OHV areas), such as Rock Crawling, with an inset directional map (no more complicated than that on the right) and three-inch-tall lettering, such as *Rock Crawling at Johnson Valley*. The overarching "headline" of each kiosk could be similar to:

BFO Passport to Dirt, Sand & Rock

Your Season Pass is Good at All Five Barstow OHV Areas

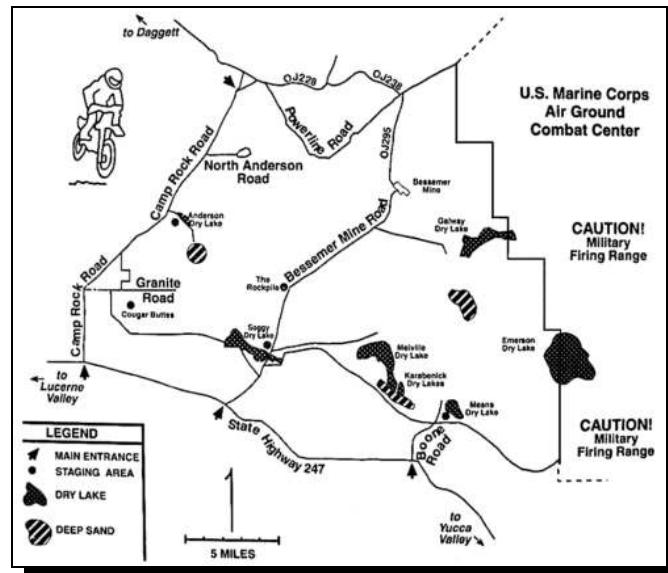
In smaller lettering adjacent to each image and brochure rack, feature the respective resource area phone numbers.

Also, modify your existing brochures to include dates and phone numbers for events that have been scheduled as of the time of publication, such as SCTA's timing runs at El Mirage, Enduro's and Trials at Johnson, et cetera. Finally, modify your website accordingly, if not exactly, to reinforce

California Trends for Outdoor Recreation

This section is excerpted from 1999 CDDBP because it still holds true today. The survey is conducted every five years, but the 2002 results will not be available until later this year (2003). Preliminary discussions indicate similar results to the 1997 survey.

"Californians' attitudes towards the importance of recreation have not changed since 1987. However, their



the BFO-wide Pass—the "family look"—known as "collateral."

preference for type of outdoor recreation area has changed. As Table 4 indicates, Californians now prefer natural and undeveloped areas over nature-oriented parks and recreation areas by 10 points. During the same time period, interest in highly-developed areas, historical and cultural sites, and private outdoor recreation areas has actually decreased.

Table 4, Preferred Type of Outdoor Recreation Area, California State Parks

	1987	1992	1997
Natural and undeveloped areas	26.5%	41.8%	39.4%
Nature-oriented parks and recreation areas	29.2%	26.3%	30.0%
Highly developed parks and recreation areas	21.1%	14.2%	10.2%
Historical or cultural buildings, sites or areas	9.3%	7.1%	9.3%
Private, not public, outdoor recreation areas	9.8%	10.6%	11.1%

"The California State Parks study also indicates that "Activity patterns have changed since 1987. General nature study and cross-country skiing have steadily increased. Off-highway use of 4-wheel drive vehicles dropped in 1992, and then climbed back to 1987 levels in 1997. Use of motorcycles and ATVs was about the same between 1987 and 1992, but increased by about 30 percent in 1997. Bicycling has increased about 10 percent since 1992, but mountain biking off paved surfaces decreased from an average of about 28 to 21 days per year.

"Several activities exhibited growth in 1992 and then declined to about the 1987 levels. Activities in this category include walking; camping in developed sites; camping in primitive areas; picnicking in developed sites; kayaking, rowboating, canoeing, and rafting; and saltwater and fresh water fishing. Among participants, slight decreases are evident in the number of days camped—both for developed and primitive camping. For both types of camping, the average number for participation days dropped about 20% between 1992 and 1997."

In reviewing the raw data, it is clear that recreation activity

peaked in 1992 and then decreased in 1997 to about the 1987 levels. Several explanations for this anomaly have been offered, including demographic changes in age, gender, income, and Ethnicity. While each of these demographic changes would obviously have some impact upon usage patterns, we believe the main impact is the result of less "disposable-time" among residents.

The National Survey on Recreation and the Environment (NSRE) was conducted in 1982 and 1994. It focused upon trends in recreation activities at the national level. Since 1982 the nation's population has increased by about 13 percent. During this time, nearly all surveyed-activities increased as well. The NSRE report highlighted that for most activities, participation is lower for people with family incomes less than \$25,000 per annum, and also lower for households with incomes above \$100,000.

The more recent survey (1996), conducted by Roper Starch Worldwide with the American Recreation Coalition, determined that Americans are streamlining their recreational activities—from an average of 4 activities in 1995 to an average 3.3 activities in 1996.

PRICING STRATEGY

Federal appropriated recreation funds are not currently, and have not been in recent history, sufficient to provide base operations and maintenance.

As stated twice in the introductory section, the principal motivation to this particular pricing strategy is the realization that OHV Trust Fund Grants will no longer be as available to fund the ongoing operations and maintenance (law enforcement, EMS, communications, site improvements, etc) necessary to operate OHV Open Areas in the safe and responsible manner required by law. Initially, this was an educated guess based upon downward trends in grant awards vis-a-vis previous year awards, and the observation that \$25 million in applications were made for the fiscal 2003 funding cycle, while only \$16 million in Grant Funds were available. This expectation is now a documented fact with the passage of AB2274.

Current funding will not sustain current levels of service. If all funding sources are exhausted and funding needs have not been met, the BLM will not operate in deficit—services will be discontinued either permanently, or temporarily until funding is made available. **Therefore, the BLM intends to develop a more focused and logical Use Fee strategy to reduce dependency upon these now unpredictable—and shrinking grant funds.** However, BLM will continue to pursue grant funds, but they will be used to provide project- and task-oriented on-the-ground; not to supplement base operations and maintenance.

BLM Fee Policies

The original concept for the California Desert Recreation Fee Demonstration came from a series of California Desert District Advisory Council (DAC) and California Desert Recreation Fee Technical Review Team (TRT) meetings that focused on recreation fees in the California Desert. These meetings involved politically appointed members and interested user groups and individuals. The user groups and individuals represented many facets of the recreation community including the off-highway vehicle and environmental constituency. The DAC and TRT developed a set of guiding principles for implementation of any recreation fee program and developed a thumbnail sketch of a larger strategy that included the establishment of a California Desert outdoor recreation association (to create revenue and provide support to BLM management and education programs). The following guiding policies were established:

- There will be one account for each BLM Field Office and 100% of the fees collected will be deposited using this account.
- 100% of the fees collected will be available for use by the BLM *at the site(s) where the fees were collected.*
- Funds will be used to pay for operation, maintenance, and improvements to enhance recreation opportunities and visitor experiences.
- General government overhead (equipment, supplies, rents, salaries for line management, etc.) is not to be charged against these new collections. The collected funds are to be in addition to the normal funding for these sites.
- There should be no offsets in appropriated funding.

Public Acceptance of Fees

While no one likes fees and all of us enjoy a *free ride*; the public, in general, and **the vast majority** of Off-Highway

Recreationists who responded to the BLM's Dumont Dunes survey, as well as the majority of the individuals interviewed through the development of this document, **support fees to maintain access IF** they are:

- fair
- affordable
- reinvested in the site from which they are collected
- efficiently administered.

The only obvious and vocal complaint received from ISDRA visitors is the lack of tangible, on-the-ground improvements after three seasons of the fee. In personal meetings with visitors, once the financial situation is explained (i.e. decreased OHV Trust Fund Grants, expenditures related to the Zero-Tolerance Law Enforcement policy on holiday weekends, and expenditures related to the CBD lawsuit), the complaints turn to feelings of betrayal by the OHV Trust Fund Commission. Suggestions immediately turn to not enforcing the Green Sticker on federal lands that do not receive Green Sticker monies, but to increase the ISDRA fee by the Green Sticker amount. Eventually, recreationists build to a reluctant desire to "do what we have to do to keep the public OHV lands open to the public." *In keeping with the preceding four caveats.*

Pricing

Pricing is as much an acrobatic art as a science—it requires appropriate balancing of costs, customer attitudes, and competition to maximize net income to the organization. There are many ways to price what you offer. In the private sector, for example: *demand pricing*, where a higher price is set for a smaller level of demand, and vice versa; *cost-plus*, where all fixed and variable costs are covered and a percentage profit is added; *markup pricing*, used mainly in retailing; and *competitive pricing* used in competitive fields where products are not easily differentiated, to name a few.

The BLM, however, is NOT driven by specific profit margin objectives as are private sector businesses, but it should attempt to at least break even on recreational expenditures no longer funded through OHV Trust Fund Grants, and it should consider the prices charged by other recreation providers. This project is primarily concerned with **cost-recovery to ensure that the OHV Recreation Areas remain open to the public.** A Fair Market Value (FMV) analysis was conducted to ensure that resulting prices were within a competitive and fair market range.

Visitation

Accurate visitation information is critical to establishing a cost-recovery fee. While the concept is obvious, it is often overlooked as a budgeting priority. The visitation counts since 1995 have fluctuated wildly—with some of the fluctuations explained by shifts in the economy and others by natural or terrorist disasters that temporarily shift travel patterns; but many of the fluctuations are not explained at all. Therefore, it is imperative that accurate vehicle counters be installed at all major routes of ingress and egress to each recreation area. Only with accurate vehicular counts can an accurate compliance rate be determined, and only with an accurate compliance rate can a **true** cost-recovery fee rate be determined.

Volume / Capacity

Directly related to Visitation and Pricing is the concept of Volume. A private sector business attempts to maximize profit through a better (cheaper) price than its competition that

will increase its market share relative to the competition. That is 100 widgets at \$5 each generates more revenue and net profit than 10 widgets at \$10. However, in the private sector, costs of production typically decrease with volume, and even service industries realize some "economy of scale" through shared equipment and administrative costs.

The BLM situation is the reverse. As grossly demonstrated at the ISDRA and beginning to be experienced on a smaller scale at Dumont, an increased customer base reaches a critical mass that suddenly requires a tremendous investment of resources to ensure public safety and to corral lawlessness. Therefore, instead of encouraging aggressive marketing as discussed in the original CDDBP, the ISDRA and Dumont Dunes should focus on distributing their visitation patterns throughout the season to balance the demand for public safety services; thereby, leveling off the extreme fluctuations which necessitate expensive, external contracted labor.

Several Recreationists expressed concern that this "smacked of capacity limits," as though that were a bad thing. As with most controversial issues, perspective makes a huge difference. If "capacities" are looked upon as limiting our traditional freedoms, such as the right to assembly, then yes, they are "bad." However, if such capacities are approached from a public safety point of view, such as a fire marshal's determination that only a fixed number of people may safely congregate in a certain size and equipped building, then capacities are "good."

Finally, in the ISDRA, capacities have taken on a whole new meaning, as a result of the recent Center for Bio-diversity lawsuit and the RAMP. Whether or not a person agrees with the thought-process, certain carrying capacities (as defined by Recreational Opportunity Spectrum definitions and perceived, potential impacts upon certain plants and animals) have been determined that would eventually trigger OHV Open Area closures. The process is in place as part of the RAMP (Recreation Area Management Plan).

In reality, BLM personnel are trying to remain proactive and, instead of actually enforcing capacity limits, they are attempting to use pricing as a mechanism to keep the areas open and affordable to the general public, while addressing the exceptional costs associated with the six major holiday weekends.

For a private sector analogy, consider Disneyland's seasonal winter discount to southern California residents. Through differential pricing they are encouraging a more even distribution of visitors throughout the year. So, the BLM, through differential pricing, is encouraging temporal dispersion, hoping to decrease overall operating costs and keep the cost-recovery passes affordable and fair. However, for those recreationists who insist on coming (or perhaps can only come) on the six major holiday weekends, the differential pricing will responsibly recover the extra costs associated with those weekends vis-a-vis averaging them into the entire budget and making everyone pay for them—effectively doubling or tripling everyone's Use Fee.

Holiday Differential

The ISDRA is implementing a separate and additional price/pass for the six major Holiday weekends to fund enforcement of the Zero-Tolerance public safety policy. While our current holiday visitation is increased above that of "normal" weekends, and does require a level of increased

public safety services, it does not justify separate and additional passes for the holidays. However, we do anticipate some influx of the types of visitors that require the increased public safety services in response to the higher pricing at the ISDRA.

We do know that the pricing changes at the ISDRA will impact Dumont Dunes to some extent, but we are not able to predict the extent of the impact. BFO staff remain open to the idea of separate holiday pricing, but only if visitation and public safety services increase sufficiently to warrant them on a cost-recovery basis.

Interchangeable Passes

Dumont / Glamis

Many dune recreationists have indicated a desire to have the ability to pay one fee that would give access to both the Dumont Dunes and the Imperial Sand Dunes Recreation Area (ISDRA)—a concept similar to the **National Parks Pass** and the **Golden Eagle Pass**. However, these two passes **only cover entrance fees**, not use fees. For example, the \$50 National Park Pass would enable a visitor to enter Death Valley National Park without paying the \$10 Entrance Fee, but to spend the night, would still cost \$12 per night. **The BLM has chosen to NOT charge Entrance Fees, but rather to charge ONLY Use Fees.**

The concept of a Dumont / Glamis interchangeable pass was considered by the El Centro and Barstow Field Offices from two different implementation strategies:

- 1) total reciprocity (i.e. all passes are interchangeable), and
- 2) separate passes that would be interchangeable at each site. While both have merits from a service standpoint, both were rejected for the following similar reasons:

- Because each area has its own funding needs, interchangeable passes would need to be more expensive than single area passes to provide necessary funding for each area.
- If all passes were interchangeable, all visitors would ultimately be paying for the management of both areas. While the two areas share many visitors, the vast majority visit only one of the two areas. This would mean that visitors that only recreate at Dumont would be paying for the management of the ISDRA and vice versa.
- The higher price of the interchangeable passes would negate much of the value of such a pass.
- A principle concern of the congress and the public, in regard to the fee demo program, is the accountability of the use of funds generated through the fee demo program. Interchangeable passes would add greatly to the complexity of this accountability—likely leading to ill feelings and a general lack of trust in the programs.
- Current BLM accounting and facilities management systems cannot accommodate such a creative product.

BFO-Wide Pass

However, shared law enforcement and emergency medical services, event-driven attendance, administration by the same field office and geographic proximity make the Barstow OHV sites, and the Barstow Field Office in particular, ideal to implement and **evaluate** a "shared" Use Pass. The Pass itself would also serve as a marketing piece to inform visitors of the other sites within the same Field Office service area. Such flexibility would also encourage BLM planners to enhance, broaden and promote recreation opportunities at those OHV sites with fewer visitations—thereby, dispersing temporal and geographic use to enhance recreationists' experiences at all sites within the resource area.

Table 5, Cost-Recovery / Breakeven Analysis

	Gross	% to OHV Recreation	Net to OHV Recreation	Dumont Dunes	El Mirage	Johnson Valley	Stoddard Valley	Total
<i>% of Shared Resources Allocated to Each Area</i>				35%	35%	15%	15%	100%
<i>Extended Roadbase Maintenance (Annual Mileage)</i>				2	2	5	1	
Site Improvements (Infrastructure)								
Communication Equipment - Emergency			\$ 5,000	\$ 2,500	\$ 2,500			\$ 5,000
Communication Equipment - Rangers			\$ 5,000	\$ 2,500	\$ 2,500			\$ 5,000
Fencing			\$ 52,855	\$ 34,500		\$ 18,355		\$ 52,855
Grills / Fire Rings			\$ 2,000		\$ 2,000			\$ 2,000
Information Kiosks			\$ 18,000	\$ 3,000	\$ 9,000	\$ 3,000	\$ 3,000	\$ 18,000
Picnic Tables			\$ 3,000		\$ 3,000			\$ 3,000
Road Access/Improvement								\$ 0
Shelters / Portico / Shade Ramadas (3/year)			\$ 1,500		\$ 1,500			\$ 1,500
Signing								
Directional			\$ 5,000	\$ 2,500	\$ 2,500	\$ 1,000	\$ 1,000	\$ 7,000
Informational			\$ 5,000	\$ 2,500	\$ 2,500	\$ 1,000	\$ 1,000	\$ 7,000
Interpretive			\$ 5,000	\$ 2,500	\$ 2,500			\$ 5,000
Toilets (1/year)			\$ 67,600	\$ 16,900	\$ 16,900	\$ 16,900	\$ 16,900	\$ 67,600
Traffic Counters			\$ 3,000	\$ 1,500		\$ 2,500	\$ 2,500	\$ 6,500
Visitor Center (New Construction)			\$ 100,000		\$ 100,000			\$ 100,000
Water (Potable) / Well			\$ 10,000		\$ 10,000			\$ 10,000
Site Maintenance								
Emergency Safety/Medical Supplies			\$ 4,000	\$ 1,500	\$ 1,500	\$ 500	\$ 500	\$ 4,000
Equipment (Rock Drill, 6x Quad . . .)			\$ 16,000	\$ 5,600	\$ 5,600	\$ 2,400	\$ 2,400	\$ 16,000
Graffiti Removal			\$ 2,000	\$ 500	\$ 500	\$ 500	\$ 500	\$ 2,000
Hazard Reduction			\$ 2,000	\$ 500	\$ 500	\$ 500	\$ 500	\$ 2,000
Information Kiosks Maintenance			\$ 2,000	\$ 500	\$ 500	\$ 500	\$ 500	\$ 2,000
Local Emergency Services Support			\$ 20,000	\$ 10,000	\$ 10,000			\$ 20,000
Refuse Collection			\$ 2,000	\$ 500	\$ 500	\$ 500	\$ 500	\$ 2,000
Restoration / Protection / Fencing			\$ 2,000		\$ 1,000	\$ 500	\$ 500	\$ 2,000
Roadway (Grading, Paving, Sealing, etc)								
Chip-Seal	\$ 10,000	100%	\$ 10,000		\$ 10,000			\$ 10,000
Materials (Type 2 Gravel)	\$ 8,750	10	\$ 87,500	\$ 17,500	\$ 17,500	\$ 43,750	\$ 8,750	\$ 87,500
Cargo Truck	\$ 115	60%	\$ 69	\$ 5	\$ 54	\$ 5	\$ 5	\$ 69
Dozer	\$ 4,590	60%	\$ 2,754	\$ 275	\$ 0	\$ 1,239	\$ 1,239	\$ 2,754
Dump Truck	\$ 9,664	60%	\$ 5,798	\$ 580	\$ 0	\$ 2,609	\$ 2,609	\$ 5,798
Dump Truck	\$ 173	60%	\$ 104	\$ 0	\$ 104	\$ 0	\$ 0	\$ 104
Equipment Transport	\$ 3,432	60%	\$ 2,059	\$ 412	\$ 412	\$ 1,030	\$ 206	\$ 2,059
Grader	\$ 1,291	60%	\$ 775	\$ 155	\$ 155	\$ 387	\$ 77	\$ 775
Tractor, Case	\$ 180	60%	\$ 108	\$ 22	\$ 22	\$ 54	\$ 11	\$ 108
Tractor, John Deere	\$ 1,200	60%	\$ 720	\$ 0	\$ 720	\$ 0	\$ 0	\$ 720
Tractor, John Deere	\$ 60	60%	\$ 36	\$ 4	\$ 0	\$ 16	\$ 16	\$ 36
Water Truck	\$ 27,899	60%	\$ 16,739	\$ 3,348	\$ 3,348	\$ 8,370	\$ 1,674	\$ 16,739
Ford LT 9000	\$ 10,680	60%	\$ 6,408	\$ 1,282	\$ 1,282	\$ 3,204	\$ 641	\$ 6,408
Sign Maintenance			\$ 12,000	\$ 3,500	\$ 3,500	\$ 2,500	\$ 2,500	\$ 12,000
Toilet Service/Dumping Contract			\$ 24,000	\$ 12,000	\$ 12,000	\$ 1,500	\$ 1,500	\$ 27,000
Trail Maintenance (included in Signing & Labor)								
Visitor Center (Existing)			\$ 19,200		\$ 19,200			\$ 19,200
Volunteer Support			\$ 4,000	\$ 2,500	\$ 2,500	\$ 1,000	\$ 1,000	\$ 7,000

Table 5, Cost-Recovery / Breakeven Analysis

	Gross	%to OHV Recreation	Net to OHV Recreation	Dumont Dunes	El Mirage	Johnson Valley	Stoddard Valley	Total
Accountability & Communication								
Audit (Annual)	\$ 15,000	100%	\$ 15,000	\$ 5,250	\$ 5,250	\$ 2,250	\$ 2,250	\$ 15,000
Brochures (Info, Interp, Safety)			\$ 8,000	\$ 2,500	\$ 2,500	\$ 1,500	\$ 1,500	\$ 8,000
Customer Feedback, Card			\$ 6,000	\$ 2,500	\$ 2,500	\$ 500	\$ 500	\$ 6,000
Internet			\$ 6,000	\$ 1,500	\$ 1,500	\$ 1,500	\$ 1,500	\$ 6,000
Newsletter (e-News & Print)			\$ 1,500	\$ 525	\$ 525	\$ 225	\$ 225	\$ 1,500
Pass / Use Permit (Printing)			\$ 5,000	\$ 1,750	\$ 1,750	\$ 750	\$ 750	\$ 5,000
Telephonic			\$ 1,080	\$ 360	\$ 360	\$ 180	\$ 180	\$ 1,080
Trade Shows	\$ 3,750	100%	\$ 3,750	\$ 1,313	\$ 1,313	\$ 563	\$ 563	\$ 3,750
Visitor Surveys			\$ 42,000	\$ 15,000	\$ 15,000	\$ 6,000	\$ 6,000	\$ 42,000
Volunteer Patrol (start-up)			\$ 10,000	\$ 2,500	\$ 2,500	\$ 2,500	\$ 2,500	\$ 10,000
Collection Costs								
Internet	\$ 15,000	100%	\$ 15,000	\$ 5,250	\$ 5,250	\$ 2,250	\$ 2,250	\$ 15,000
Self-Pay Machines (See Commission Costs-Row 94)		100%	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Hand-Held Card Readers (16)	\$ 4,000	100%	\$ 4,000	\$ 1,400	\$ 1,400	\$ 600	\$ 600	\$ 4,000
User Groups (See Commission Costs-Row 94)		100%	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Vendors (See Commission Costs-Row 94)		100%	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Entrance/Exit Station (See Commission Costs-Row 94)	\$ 10,000	100%	\$ 10,000	\$ 3,500	\$ 3,500	\$ 1,500	\$ 1,500	\$ 10,000
Consignment (See Commission Costs-Row 94)		100%	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0
Vehicles								
Park Ranger / EMS	\$ 7,000	4	\$ 28,000	\$ 9,800	\$ 9,800	\$ 4,200	\$ 4,200	\$ 28,000
Law Enforcement Officers	\$ 10,925	13	\$ 142,025	\$ 49,709	\$ 49,709	\$ 21,304	\$ 21,304	\$ 142,025
Maintenance Workers	\$ 6,000	4	\$ 24,000	\$ 8,400	\$ 8,400	\$ 3,600	\$ 3,600	\$ 24,000
Outdoor Recreation Planner	\$ 3,000	2	\$ 6,000	\$ 2,100	\$ 2,100	\$ 900	\$ 900	\$ 6,000
Volunteer Coordinator	\$ 7,000	1	\$ 7,000	\$ 2,450	\$ 2,450	\$ 1,050	\$ 1,050	\$ 7,000
Rescue Vehicle(s)	\$ 35,000	100%	\$ 35,000	\$ 12,250	\$ 12,250	\$ 5,250	\$ 5,250	\$ 35,000
OHV Maintenance	\$ 5,000	100%	\$ 5,000	\$ 1,750	\$ 1,750	\$ 750	\$ 750	\$ 5,000
Labor (see Labor Detail Table - immediately following)								
Management / Administration	\$ 304,400	23%	\$ 69,600	\$ 24,360	\$ 24,360	\$ 10,440	\$ 10,440	\$ 69,600
Planning / Coordination	\$ 713,000	48%	\$ 339,100	\$ 118,685	\$ 118,685	\$ 50,865	\$ 50,865	\$ 339,100
Park Rangers	\$ 280,000	93%	\$ 260,000	\$ 91,000	\$ 91,000	\$ 39,000	\$ 39,000	\$ 260,000
Law Enforcement	\$ 868,500	80%	\$ 691,950	\$ 242,183	\$ 242,183	\$ 103,793	\$ 103,793	\$ 691,950
Maintenance	\$ 527,000	68%	\$ 358,450	\$ 125,458	\$ 125,458	\$ 53,768	\$ 53,768	\$ 358,450
Contract for Evening/Night Patrol	\$ 50,000	100%	\$ 50,000	\$ 17,500	\$ 17,500	\$ 7,500	\$ 7,500	\$ 50,000
Holiday Contract LEO	\$ 99,400	100%	\$ 99,400	\$ 34,790	\$ 34,790	\$ 14,910	\$ 14,910	\$ 99,400
Holiday Contract EMS	\$ 53,800	100%	\$ 53,800	\$ 18,830	\$ 18,830	\$ 8,070	\$ 8,070	\$ 53,800
Projected Costs			\$ 2,821,880	\$ 931,693	\$ 1,048,407	\$ 459,536	\$ 395,745	\$ 2,835,380
Commission to Vendors (32%, estimate 1/2 sales)			\$ 270,901	\$ 89,443	\$ 100,647	\$ 44,115	\$ 37,992	\$ 272,197
Commission to Self-Pay Contractor (30%, estimate 1/2)			\$ 423,282	\$ 139,754	\$ 157,261	\$ 68,930	\$ 59,362	\$ 425,307
Total Projected Costs			\$ 3,092,781	\$ 1,021,135	\$ 1,149,054	\$ 503,651	\$ 433,736	\$ 3,532,884

Table 5, Cost-Recovery / Breakeven Analysis

	Gross	%to OHV Recreation	Net to OHV Recreation	Dumont Dunes	El Mirage	Johnson Valley	Stoddard Valley	Total
Total Projected Costs <i>(Repeat of preceding for ease of reading)</i>			\$ 3,092,781	\$ 1,021,135	\$ 1,149,054	\$ 503,651	\$ 433,736	\$ 3,532,884
Less Projected Revenue								
Appropriations from Washington	\$ 1,005,051	65%	\$ 653,283	\$ 228,649	\$ 228,649	\$ 97,992	\$ 97,992	\$ 653,283
<i>Special Recreation Permits</i>								
Commercial / Film / Group			\$ 1,923	\$ 673	\$ 673	\$ 288	\$ 288	\$ 1,923
Event			\$ 24,775	\$ 8,671	\$ 8,671	\$ 3,716	\$ 3,716	\$ 24,775
Vendor			\$ 7,250	\$ 2,538	\$ 2,538	\$ 1,088	\$ 1,088	\$ 7,250
OHV Trust Fund (LEO Component of 2003 Grant)			\$ 221,000	\$ 77,350	\$ 77,350	\$ 33,150	\$ 33,150	\$ 221,000
Other Grants								\$ 0
Total Projected Revenue			\$ 1,226,112	\$ 317,881	\$ 317,881	\$ 136,235	\$ 136,235	\$ 908,231
Net Shortfall (Total Projected Costs - Total Projected Revenues [Row 110-Row 100])								\$ 2,624,653
Visitation for Break-Even Analysis								
2002 Visitation				112,652	123,801	98,303	80,429	
2002 Visitation <i>VEHICLES</i>		2.30	visitors/vehicle	48,979	53,827	42,740	34,969	180,515
2004 Projected <i>VEHICLES</i>				57,129	67,520	49,852	40,788	215,290
Break-Even Pricing at various compliance rates:						Season Pass		7-Day Pass
41%	<i>compliance (ISDRA experience: 21% Season Pass, 79% 10-Day Pass)</i>					\$ 73		\$ 18
50%	<i>compliance</i>					\$ 60		\$ 15
67%	<i>compliance</i>					\$ 45		\$ 11
75%	<i>compliance</i>					\$ 40		\$ 10

Table 6, below, shows actual labor costs, how much of the position time is focused upon OHV Recreation, what percentage of that OHV Recreation time is paid for by appropriated dollars, how many Appropriated dollars that translates to, and finally, the shortfall (OHV Funding Need (\$\$\$) that must be paid for out of new sources of revenue now that the OHV Trust Fund grants are no longer available.

Table 6, Labor Expense vs Appropriated Dollars

Note that italicized rows represent new positions to be funded 100% by the Use Pass.

	Gross Salary with Benefits	% Applicable to OHV Recreation	\$\$\$ Charged to OHV Recreation	Appropriated %	Less Appropriated \$\$\$	"=" OHV Funding Need (\$\$\$)
<i>Management / Administration</i>						
Field Manager	\$ 107,000	20%	\$ 21,400	100%	\$ (21,400)	\$ 0
Administrative Officer	\$ 42,500	20%	\$ 8,500	100%	\$ (8,500)	\$ 0
Fiscal Technician	\$ 46,500	10%	\$ 4,650	100%	\$ (4,650)	\$ 0
Management Assistant	\$ 40,500	20%	\$ 8,100	100%	\$ (8,100)	\$ 0
Contract Representative	\$ 45,500	10%	\$ 4,550	100%	\$ (4,550)	\$ 0
<i>Clerk (to process ALL passes)</i>	\$ 22,400	100%	\$ 22,400	0%	\$ 0	\$ 22,400
Subtotal to Spreadsheet	\$ 304,400		\$ 69,600			

Planning / Coordination

Supervisory Outdoor Rec Planner	\$ 85,000	70%	\$ 59,500	50%	\$ (29,750)	\$ 29,750
Outdoor Recreation Planner	\$ 72,500	80%	\$ 58,000	50%	\$ (29,000)	\$ 29,000
Outdoor Recreation Planner	\$ 69,500	80%	\$ 55,600	50%	\$ (27,800)	\$ 27,800
Outdoor Recreation Planner	\$ 60,000	80%	\$ 48,000	50%	\$ (24,000)	\$ 24,000
Volunteer Coordinator	\$ 57,000	70%	\$ 39,900	50%	\$ (19,950)	\$ 19,950
Supervisory Rsrc Management	\$ 95,000	10%	\$ 9,500	50%	\$ (4,750)	\$ 4,750
NEPA Coordinator	\$ 91,000	20%	\$ 18,200	50%	\$ (9,100)	\$ 9,100
GIS Specialist	\$ 64,000	30%	\$ 19,200	50%	\$ (9,600)	\$ 9,600
Archeologist	\$ 45,000	20%	\$ 9,000	50%	\$ (4,500)	\$ 4,500
Biological Technician	\$ 74,000	30%	\$ 22,200	50%	\$ (11,100)	\$ 11,100
Subtotal to Spreadsheet	\$ 713,000		\$ 339,100			

On-Site

Park Ranger / EMS	\$ 50,000	80%	\$ 40,000	0%	\$ 0	\$ 40,000
Park Ranger / EMS	\$ 50,000	80%	\$ 40,000	0%	\$ 0	\$ 40,000
<i>Seasonal Park Rangers</i>	<i>\$ 30,000</i>	<i>100%</i>	<i>\$ 30,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 30,000</i>
<i>Seasonal Park Rangers</i>	<i>\$ 30,000</i>	<i>100%</i>	<i>\$ 30,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 30,000</i>
<i>Seasonal Park Rangers</i>	<i>\$ 30,000</i>	<i>100%</i>	<i>\$ 30,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 30,000</i>
<i>Seasonal Park Rangers</i>	<i>\$ 30,000</i>	<i>100%</i>	<i>\$ 30,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 30,000</i>
<i>Seasonal Park Rangers</i>	<i>\$ 30,000</i>	<i>100%</i>	<i>\$ 30,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 30,000</i>
<i>Seasonal Park Rangers</i>	<i>\$ 30,000</i>	<i>100%</i>	<i>\$ 30,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 30,000</i>
Subtotal to Spreadsheet	\$ 280,000		\$ 260,000			

Law Enforcement

Supervisory Staff Ranger	\$ 108,000	70%	\$ 75,600	80%	\$ (60,480)	\$ 15,120
Supervisory Ranger	\$ 85,000	70%	\$ 59,500	80%	\$ (47,600)	\$ 11,900
Law Enforcement Ranger	\$ 85,000	70%	\$ 59,500	75%	\$ (44,625)	\$ 14,875
Law Enforcement Ranger	\$ 68,000	70%	\$ 47,600	75%	\$ (35,700)	\$ 11,900
Law Enforcement Ranger	\$ 68,000	70%	\$ 47,600	75%	\$ (35,700)	\$ 11,900
Law Enforcement Ranger	\$ 69,000	70%	\$ 48,300	75%	\$ (36,225)	\$ 12,075
Law Enforcement Ranger	\$ 56,000	70%	\$ 39,200	75%	\$ (29,400)	\$ 9,800
Law Enforcement Ranger	\$ 49,500	70%	\$ 34,650	75%	\$ (25,988)	\$ 8,663
<i>Law Enforcement Ranger</i>	<i>\$ 56,000</i>	<i>100%</i>	<i>\$ 56,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 56,000</i>
<i>Law Enforcement Ranger</i>	<i>\$ 56,000</i>	<i>100%</i>	<i>\$ 56,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 56,000</i>
<i>Law Enforcement Ranger</i>	<i>\$ 56,000</i>	<i>100%</i>	<i>\$ 56,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 56,000</i>
<i>Law Enforcement Ranger</i>	<i>\$ 56,000</i>	<i>100%</i>	<i>\$ 56,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 56,000</i>
<i>Law Enforcement Ranger</i>	<i>\$ 56,000</i>	<i>100%</i>	<i>\$ 56,000</i>	<i>0%</i>	<i>\$ 0</i>	<i>\$ 56,000</i>
Subtotal to Spreadsheet	\$ 868,500		\$ 691,950			

Table 6, Labor Expense vs Appropriated Dollars

Note that italicized rows represent new positions to be funded 100% by the Use Pass.

	Gross Salary with Benefits	% Applicable to OHV Recreation	\$\$\$ Charged to OHV Recreation	Appropriated %	Less Appropriated \$\$\$	"=" OHV Funding Need (\$\$\$)
<i>Maintenance Total</i>						
Operations Chief	\$ 72,500	50%	\$ 36,250	80%	\$ (29,000)	\$ 7,250
Engineering Equipment Tech	\$ 66,000	60%	\$ 39,600	60%	\$ (15,840)	\$ 23,760
Civil Engineering Technician	\$ 52,500	40%	\$ 21,000	60%	\$ (12,600)	\$ 8,400
Maintenance Worker	\$ 62,000	60%	\$ 37,200	60%	\$ (22,320)	\$ 14,880
Maintenance Worker	\$ 62,000	60%	\$ 37,200	60%	\$ (22,320)	\$ 14,880
Maintenance Worker	\$ 62,000	60%	\$ 37,200	60%	\$ (22,320)	\$ 14,880
<i>Seasonal Maintenance Worker</i>	\$ 30,000	100%	\$ 30,000	0%	\$ 0	\$ 30,000
<i>Seasonal Maintenance Worker</i>	\$ 30,000	100%	\$ 30,000	0%	\$ 0	\$ 30,000
<i>Seasonal Maintenance Worker</i>	\$ 30,000	100%	\$ 30,000	0%	\$ 0	\$ 30,000
<i>Seasonal Maintenance Worker</i>	\$ 30,000	100%	\$ 30,000	0%	\$ 0	\$ 30,000
<i>Seasonal Maintenance Worker</i>	\$ 30,000	100%	\$ 30,000	0%	\$ 0	\$ 30,000
Subtotal to Spreadsheet	\$ 527,000		\$ 358,450			

FEE COLLECTION STRATEGIES

Primary concerns of alternative collection methodologies include visitor convenience, cost of collection and cash flow impact.

Several fee collection strategies were reviewed during the development of the original CDDBP. The majority of that analysis remains applicable today; therefore, please refer to that document, if you are not familiar with the various options.

Technically-oriented gadgetry is attractive from several perspectives; however, as stated in the original CDDBP “. . . **revenues and customer satisfaction can both be better influenced through an increased personnel presence regardless of the collection strategy used.**”

Suggested Methodologies

BFO intends to simultaneously implement ALL of the following pass selling and fee collection strategies.

• Internet

It has been four years since the CDDBP recommended selling passes online, but the BLM Washington office is undecided and in discussions with GAO (General Accounting Office) or OMB (Office of Management and Budget) about the best way to implement a reservation system—each agency coordinates its own, or all US government agencies utilize the same system—which has created a hesitancy among field offices, throughout the nation, to take action.

Meanwhile, BLM Arizona State Office has implemented an online pass purchase system that is a simple and convenient way for customers to purchase their Use Passes prior to their trip(s). While fairly new, the program has met with a definite degree of success.

The Internet CANNOT be the only venue for customers to purchase passes, but it is certainly a customer expectation in this day-and-age, as well as a customer and staff convenience. Pre-purchased passes would also relieve line/traffic congestion at recreation area entrances because existing pass holders could proceed through checkpoints quickly—perhaps with a separate “Pass” traffic lane. Furthermore, an Internet based system could provide—or even require—completion of an abbreviated questionnaire to complete the order. Questions could vary randomly with each purchase, or could be changed at pre-planned time-intervals to coincide with seasonal concerns and information needs. Contact information (snail mail and e-mail) could be retained for periodic, detailed surveys as well as to mail out newsletters and renewal notices. Some concerns about fraud, through e-mail “sharing” and duplicate receipts, have been expressed. These were sufficiently addressed in the original CDDBP.

Cost of Collection - Internet

The Arizona State Office stated a one-time development cost of \$10,000 to \$15,000; therefore, the Cost-Recovery Analysis spreads this among all BFO OHV sites. There should be no on-going maintenance costs once the system is in place because it will be run on existing government servers. Government processing does not incur the

normal discount charge that commercial merchants pay, but it is also possible that this could change. Typical discount rates run from .1% - 5% depending upon average charge amount and volume. To be conservative, one percent (1%) is utilized in the spreadsheet analysis that follows.

• Self-Pay Machines

Self-Pay machines offer the following conveniences:

- change-making - the customer does not have to choose between donating the balance between the fee and the \$20 bill in his/her wallet.
- security - self-pay machines are physically tamper-proof and extremely difficult to remove.
- electronic - self-pay machines will read debit and credit cards; therefore, the customer does not have the no-cash excuse for not paying.
- 24x7 - self-pay machines are available and accessible 24 hours a day, 7 days a week for customer convenience, and do not charge overtime for the extra hours.
- programmability - the interface may be quickly and easily changed to accommodate changes in pricing, dates, announcements, etc. vis-a-vis static signing.
- inhuman - self-pay machines are not human; therefore, they do not require the 20% override of staff for health and retirement benefits, vacation and sick leave.
- durability - the ISDRA experience indicates that the internal electronics of these machines will easily withstand the sun, heat, wind and sand of the dunes, and thus should also perform within the various climates of the BFO.

Self-Pay Machines suffer the following inconveniences:

- contract expense - the ISDRA contract averaged a commission of 22% (about \$220,000); however, the contractor absorbed all related expenses—installation, maintenance, signing, cash-handling, credit/debit card processing, bad card losses and reporting.
- purchase expense - to purchase a single self-pay machine runs between \$12,000 and \$15,000 (depending upon quantity, warranty and delivery). To replace the nineteen (19) currently located in the ISDRA would cost, up-front, \$228,000. Further, BLM would have to hire additional staff to program the internal workings of the machine, to service the machines (add change as needed, collect money and credit/debit card information, update “bad card” data, process the credit/debit card information and generate all reports within the internal cash handling requirements of BLM national policy), pay materials and labor for installation, and physical maintenance—signing, regular vandalism repair, and lighting and transportation. We estimate three staff positions and one-and-a-half to two vehicles~\$190,000 per annum.

Cost of Collection - Self-Pay Machines

Administered as a third-party contract, as in the ISDRA, collection costs are negotiable and contractor assumes all

signing, installation and maintenance costs. Commission/royalty percentage at the ISDRA varies as gross sales increase: 30% - 15%. Competitive bidding will, hopefully, produce a lower rate but, to remain conservative with the revenue projections, the spreadsheet analysis utilizes 30%.

● **Hand-Held Card Readers**

Hand-held Card Readers (Readers) have proven reliable among vendors at various trade shows. For a cost of only a few hundred dollars, they perform the function of recording credit/debit card information, transmitting the data for approval, and receiving the authorization and/or rejection code. Readers can be set up to work in real-time over cellular networks, or can simply store the data for later processing at the office—as the ISDRA self-pay machines are currently administered.

Cost of Collection - Hand-Held Card Readers

Purchase cost up to \$500 each (depending upon quantity), maintenance costs would be rolls of receipt paper, batteries and the same discount fee applied to the Internet analysis. The preceding would be minimal. The wear-and-tear in the outdoor environment would probably necessitate more frequent replacement than experienced in the commercial world, but they should still have a useful life of two years. Therefore, within the spreadsheet analysis, supplies and replacement costs are estimated at \$600, plus the 1% discount rate.

● **User Groups**

User Groups, such as *Friends of El Mirage*, *Friends of Dumont*, *American Sand Association*, the *Duners* and the *Southern California Timing Association* (to name but a few) should all be encouraged to sell the Use Passes directly to their respective constituencies. Benefits of such a relationship include:

- Encourages pre-trip purchases,
- Provides direct communication between the BLM and the constituent groups as orders are processed,
- Encourages bulk purchases,
- Provides an opportunity for the user groups to earn additional funding—important to all not-for-profit, membership-based organizations,
- On-the-other-hand, it provides them the opportunity to offer a service to their members, specifically, a discounted Use Pass (i.e. instead of charging the full price to make money for the organization),
- Provides a focused opportunity for their members to communicate with them about the Use Fee and surrounding issues.
- User Groups can say the same thing that BLM staff say, but the public will accept it with more credibility when coming from “one of their own.” By pointing out that doubling the compliance rate would generate the same revenue to the BLM as doubling the price, the user groups should be able to improve overall compliance, especially on non-holiday weekdays and weekends when BLM Law Enforcement is not out in force.
- Demonstrates, in a tangible way, the BLM’s desire to strengthen and encourage these groups.

Cost of Collection - User Groups

This could and should vary from year-to-year based upon actual experience and feedback from the User Groups. Initially, BFO will adopt a 32% discount (\$13.50 each) for bulk purchases—to enable the User Groups to sell the passes at the same \$15 price that the BLM will charge off-site.

● **Vendors**

On-site, permitted vendors should also be encouraged to sell the Use Passes. This will also provide several benefits:

- Provides direct communication between the BLM and the vendors each time a bulk/wholesale order is processed,
- Encourages bulk purchases,
- Provides an opportunity for the vendors to earn additional money to offset their Vending Permit Fee.
- Encourages vendors to support the Use Pass effort and to explain why—instead of commiserating and lambasting it with customers.
- Should, thereby, improve compliance on non-holiday weekdays and weekends when BLM Law Enforcement is not out in force.

Cost of Collection - Vendors

This could and should vary from year-to-year based upon actual experience and feedback from the Vendors. Initially, BFO will adopt the same 32% discount for bulk purchases to User Groups.

● **Entrance Stations**

Four years ago, BLM staff and consultant were opposed to entrance stations for the following, primary reasons:

- Increased Staff Expense,
- Money-handling risks (safety to employees as well as potential for employee fraud),
- Impact upon traffic, i.e. backing up lines onto public roadways while entering,
- Inconvenience to Season Pass holders.
- Use Fees, as opposed to entrance fees, cannot be enforced unless the visitor stays for more than thirty (30) minutes.

Let’s discuss each of these objections individually: *This discussion is provided as background information to facilitate contractor proposals and eventual implementation to increase compliance.*

- The ISDRA experience indicates that increased staff is a pre-requisite to compliance; therefore, we should not immediately discount entrance stations because of increased staff expenses. Proper implementation of entrance stations should actually increase compliance as much as or more than increased law enforcement—certainly at a lesser expense than contracted, weekend-overtime LEOs with vehicles.
- We recognize the inherent risks of money-handling, but the private sector, California State Parks and National Park Service have all successfully addressed this issue and continue to utilize entrance stations everyday. Certainly, with today’s audit-designed cash registers, wary public, and revised BLM cash handling policies,

employee fraud/theft could not exceed the increased revenue generated by increased compliance.

- Employee safety could be addressed in the same manner that the ISDRA Self-Pay contractor addresses it—they service the machines in twos (or more) and they vary the schedule—both time of day and day of week. The entrance station should have the newer, lock box Iron Ranger built into it, basically a “safe,” and the person in the kiosk should not be provided a key (external signs should indicate this fact). A separate two-person crew, including one LEO, could retrieve the box and cash register audit report and deliver both to the field office or ranger station (depending upon the applicable cash-handling policy) for processing by the cashier staff.

The Chief LEO should assign a rotating LEO with a quad or rail to co-staff compliance checkpoints to discourage theft as well as to encourage compliance; specifically, to discourage an individual from simply driving past the station without stopping.

Furthermore, looping video cameras should be installed—ideally, the split-screen recorders that can simultaneously record four different cameras. One should be easily visible to the entering public—primarily as a deterrent. One could record the front or back approach, one could record the financial transaction/exchange between the ranger and the vehicle driver, and one could focus upon license plates—as at parking lot exits.

- Impact upon traffic is a legitimate concern, but location of the entrance station and arrangement of the traffic lanes (such as a lane for existing pass holders that could be waved through), and/or a *turnout area* such as on Gecko Road to the Self-Pay machines (ISDRA), should mitigate most of the concerns. Again, long lines have not forced National Parks to cease charging fees upon entrance. Furthermore, by selling passes ahead of time on the Internet and through User Groups, an increasing share of visitors should be waved through the “Pass” lane.

One final note, Little Sahara utilizes a permanent entrance station and, for busy weekends, an additional mobile entrance station with a pallet-like base that is easily moved into position with an on-site forklift from the maintenance department.

- Inconvenience to Season Pass holders. So what? A separate lane, such as the express checkout at the grocery store is sufficient to let them know that you appreciate them and are minimizing the impact upon them. Besides, if one particular personality type just can’t stand the long lines, this could be one more little reason for them to change their weekend of visitation to a less-crowded weekend.
- 30-minute Leeway for Use Fee versus Entrance Fee. *Some people spend more time and money researching ways to get out of their responsibilities than it would cost to just “Cowboy Up” and take care of them!* Personally, it’s a great “rule” because a traveler might want to drive through the area without actually using it, but the jaunt would attract them to come back in the future as a paying customer. Therefore, how can the BLM deal with the knuckleheads? The Project

Manager at the BLM’s Little Sahara Recreation Area, simply charges visitors the normal fee and provides a time-stamped receipt (default setting on the cash register) and offers them a full refund if they come out within an hour. This is GREAT! Not only does it answer a legitimate question, but it diffuses any serious concern about taking advantage of the customer/public by going-the-extra-mile and DOUBLING the free “inspection” time.

Cost of Collection - Entrance Stations

Entrance stations obviously incur more initial capital costs and on-going staff costs; however, because the self-pay machine contractor will be asked to implement some form of compliance checkpoint, these up-front costs will be reflected in a higher commission rate instead of out-of-pocket cash.

Both El Mirage and Dumont Dunes have a limited number of access roads; therefore, a portable, dual-sided Entry Station seems to provide an ideal compliance checkpoint that enables simultaneous Entrance and Exit pass checks. *Please note that campsite visits are intended primarily as a necessary and appropriate customer service and public relations activity, but that they can also serve as a collection/enforcement methodology.*

- **Consignment**

Consignment Sales of the Use Passes through commercial vendors and associations should broaden the distribution base, but requires a great deal of administration time to guard against fraud.

Because of the requisite lead time to develop the contracts and the administrative time, BFO staff will concentrate upon the discounted (“wholesale”) distribution program through vendors and user groups during this first year of implementation and respond to their feedback as to the desire and/or need for a consignment program.

The Forest Service Adventure Pass program does not distribute passes on a consignment basis, but through a vending agreement, allows commercial enterprises to purchase the passes at a discount and to resell them at face value. Therefore, the only directly relevant experience which might have developed some vendor expectations actually supports the discount method of distribution.

Finally, those vendors who are willing to invest some of their own money into the program, are also more likely to aggressively promote the program.

The exceptions to the preceding consignment discussion are the area membership associations which we want to encourage to promote and sell passes. They are all not-for-profit organizations and typically do not have the cash reserves to “invest” in pre-purchasing passes. They should probably be approached first about a consignment program, but while awaiting contracting office approval/direction, the membership associations could be allowed to take the discounts on smaller minimum (bulk), or they could pre-sell passes to their membership and then place a bulk order at a pre-determined and announced date that would qualify for the discount.

Table 7, Collection Strategy Pros and Cons

Collection Option/Strategy	Pros	Cons
Entry / Ranger Stations / Visitor Centers	<ul style="list-style-type: none"> • Personal • Opportunity to Answer Questions • Ability to Provide Additional Info • No travel to collect from machines 	<ul style="list-style-type: none"> • Expense • Limited Hours of Operation • Inconvenient versus Dispersed Machines near each site. • Surveys Ranked Visitor Centers a Relatively Low Priority/Benefit
Free Access	<ul style="list-style-type: none"> • No Collection Expense • No Personnel Responsibility • Customer Convenience • No Impact upon Visitation 	<ul style="list-style-type: none"> • No Personal Contact • Missed Opportunity to Provide Additional Info • No Income
Iron Rangers - Older Design	<ul style="list-style-type: none"> • Inexpensive • Limited Vandalism • Familiarity • Customer Convenience 	<ul style="list-style-type: none"> • No Personal Contact • Missed Opportunity to Provide Additional Info • Voluntary Compliance • Time-consuming to “fish-the- money-out”
Iron Rangers - Newer Design (with accompanying signage)	<ul style="list-style-type: none"> • <i>Relatively</i> Inexpensive • Limited Vandalism • Familiarity • Customer Convenience • “Tamper-Proof” • Less Time-Consuming to Collect (vis-a-vis <i>Older Design</i>) 	<ul style="list-style-type: none"> • No Personal Contact • Missed Opportunity to Provide Additional Info • Voluntary Compliance • Requires Physical Trip to Gather Money Containers • Easy to defraud with “receipt”
Internet	<ul style="list-style-type: none"> • Inexpensive • No Vandalism • Familiarity • Customer Convenience • “Forces” Personal Contact to Exchange Receipt for decal/placard • Progressive Image 	<ul style="list-style-type: none"> • No Personal Contact • Discount Fee charged by financial institution reduces net income • Fraud-Risk • Inconvenient if Require Second-Step of exchanging receipt for decal/placard in person.
Membership Association (District-wide)	<ul style="list-style-type: none"> • Customer Convenience • Opportunity to Collect Demographic Data • Opportunity to Develop Long-term, Personalized Relationship • Sense of Ownership & Privilege 	<ul style="list-style-type: none"> • Difficult to Track which Sites are visited (totally dependent upon customer feedback) • Difficult to Track Frequency at which Sites are visited • Sense of Ownership & Privilege
Self-Pay Machines	<ul style="list-style-type: none"> • Inexpensive Start-up • Limited Vandalism • Customer Convenience • “Tamper-Proof” • Accepts Cash AND Credit • Credit Purchases Provide Customer Information • Administration is contracted out • Receipts cannot be falsified 	<ul style="list-style-type: none"> • No Personal Contact • Missed Opportunity to Provide Additional Info • Voluntary Compliance • Expensive Administration fee • Fraud-Risk w/Credit Cards • Electronics Subject to Malfunction
Smart Cards	<ul style="list-style-type: none"> • Inexpensive Start-up • Limited Vandalism • Customer Convenience • “Tamper-Proof” • Less Time-Consuming to Collect • Credit Purchases Provide Customer Information • Can eventually be incorporated into the Self-Pay Machines 	<ul style="list-style-type: none"> • No Personal Contact • Missed Opportunity to Provide Additional Info • Voluntary Compliance • Expensive Administration fee • Requires Physical Trip to Gather Money/Credit-Info Containers • Electronics Subject to Malfunction
Hand-Held Card Reader (for campsite visits)	<ul style="list-style-type: none"> • Inexpensive Start-up • Personal Contact • Customer Convenience because it is mobile • “Tamper-Proof” - mitigates employee theft concerns • Cash-Less - mitigates employee safety concerns • BLM convenience because it is mobile • Credit Purchases Provide Customer Information • Can be processed by Field Office staff 	<ul style="list-style-type: none"> • Fraud-Risk w/Credit Cards • Electronics Subject to Malfunction • Discount Fee reduces net income • Some LEOs will react negatively <ul style="list-style-type: none"> • <i>we’re not “meter maids”</i> • <i>just one more thing to carry</i> • Some risk to employee safety

In summary, the ISDRA experience of limited compliance without LEO staff, suggests that a personal staff contact is a requisite—whether at an entrance station, while providing information—or as a campsite visit. As the *Friends of El Mirage* have pointed out, an entrance station presence provides an opportunity to inform the visitor of current closures, activities, events, et cetera, and to obtain some personal feedback from each visitor.

Furthermore, the *Friends of El Mirage* have volunteered to help staff a visitor kiosk/entrance station in some manner because they want to ensure that everyone understands the rules, regulations and available opportunities for recreation. Taking advantage of this offer could provide invaluable feedback, as well as a positive front to the new fees, because the *Friends* are definitely proud of their Lake Bed.

Combined with the time demands of visiting each and every camp in these spatially diverse dunes areas, the remoteness from entrance stations of many camps, and the employee safety concerns, spot checks cannot be relied upon for compliance. However, spot checks should be run periodically, especially an occasional mid-week visit, with a Ranger and an LEO, two-person team.

In order to minimize the costs of collection, we would prefer to see automated “gates,” like those for entering airport parking lots, except they should be capable of activation by a season pass, credit card or cash—basically, a self-pay type machine that controls a gate. However, this is not “feasible” in the current customer relations environment, nor the current staffing environment.

BLM staff have expressed a legitimate concern that to install an unstaffed gate at this time would simply invite vandalism. Further, to work the bugs out of such a new system requires time—something neither the BFO, nor the ISDRA have at the moment. Thus, such a technological implementation/advance appears to be about five years out from a practicality and workload feasibility point of view.

Finally, do not be afraid to experiment. You are exploring new territory here, especially for your agency.

Overarching Concerns

Compliance and the need for enforcement to achieve compliance are the two most obvious concerns arising out of the ISDRA experience. Without LEO-staffed checkpoints, compliance was dismal. Several issues come into play when discussing compliance and enforcement.

- Non-Law Enforcement Officers (LEO) cannot issue tickets; therefore, they cannot enforce a Use Pass requirement on someone determined to not comply.
- The fine is not a sufficient deterrent; it is too low.
- The penalty/fine does not come back to the site, nor the Field Office.
- Contracted, external LEOs do not enforce the permit; LEOs are Not “Meter-Maids”

Again, lets discuss these one-at-a-time:

- *Non-LEO staff cannot issue tickets, and the public knows it.* Only fully-delegated law enforcement officers (LEOs), can issue tickets.

Some BLM Field Offices have resolved this limited “manpower” issue, to enable non-LEO Rangers to assist with compliance checks by issuing a *Notice of*

Violation or a *Notice of Non-Compliance*. Such notice simply notes the violation, date, time and license plate and informs the visitor how to rectify the violation. It does not, by itself, attach to persons’, nor to their vehicles’ permanent records.

However, the Little Sahara has another great solution. Park Rangers issue *Notices of Non-compliance* (see faxed sample in Appendix 3), and informs the visitor how to correct the violation—specifically, not having a valid Use Pass. They are allowed to go to the ranger or entrance station and correct the situation. Park Rangers provide their copy of the pertinent information to an LEO at the ranger station at the end of the day or week, depending upon schedules and volume of visitors. If the visitor has not “exchanged” the *Notice of Violation* for a Use Pass, the LEO mails them a real ticket/citation.

- *Penalty/Fine is not a sufficient deterrent* is another legitimate concern. However, California Vehicle Code §38301 requires compliance with federal regulations and carries a fine ranging from \$ to \$—*instruct the qualified LEOs to cite violators under this law*. BLM staff should also work with the appropriate court systems to update appropriate collateral bail schedules.
- That the *Penalty/fine does not come back to the site, nor the Field Office* is a further deterrent to issuing tickets. This suggests another motivation to write-up a NOTICE about the more expensive “state” violation, and that the forthcoming ticket can be avoided by simply stopping at the ranger/entrance station and purchasing a much less expensive Use Pass.
- *Enforcing the pass requirement is not a high priority with visiting LEOs. Yes, that is a fact because their purpose is to enforce public safety issues, and serious and violent crimes.* Compliance issues, albeit within the purview of all officers, visiting or not, will be dealt with as the mission and circumstances allow.

Checkpoints - The ISDRA office has had the most success with setting up checkpoints on the day that most of the Recreationists leave the area. Understandably, this has generated some complaints, especially from Recreationists who did purchase a pass and are eager to return home. The same arguments for-and-against entrance stations could be made for-and-against this practice. *If it ain’t broke, don’t fix it.* Therefore, BFO will work with the self-pay machine contractor implement this practice in an appropriate manner.

Dumont and El Mirage, have identifiable and controllable entrances/exits; therefore, BFO contractors should seriously consider the benefits of an entrance/exit station on Mountain View Road at El Mirage, Dumont Road and the entrance to the Little Dunes at Dumont Dunes.

ACEC and Wilderness Areas

While it seems only fair that visitors to ACEC and Wilderness Areas should also pay a fee, it is doubtful that many, if any, are going to exceed the thirty (30) minute leeway period that would actually require purchase of a Use Pass.

To collect the same Use Fee that all others to a

Management Area pay is morally and legally justified, but based upon existing visitation estimates, not worth the requisite infrastructure changes.

At most, BLM should probably install Iron Rangers—the newer version to comply with your cash-handling procedures—and traffic counters to develop some real data. Signing should be professional, encourage guests to sign the guestbook—which apparently needs to be bolted down—and request “donations to enable the BLM to continue to protect the area from urban and recreational encroachment.”

These funds should be earmarked as Fee Demo—use of the term “donation” is simply a marketing twist because we know that the areas do not have the visitation numbers to justify a Self-Pay machine, nor a staffed entrance station—to be reinvested back into the ACEC or Wilderness Area for signing, fencing, maintenance, etc.

Events Participants and Sponsor Members

The SCTA's Roy Creel raised an important and legitimate question: “. . . *how we can handle the 550+ members of the SCTA using the Lake for our scheduled events.*”

After discussing the situation with Mr. Creel, it is our contention that his concern about “double-taxation” is representative of most event promoters. This perception is caused by poor communication and documentation because of the newness of the Fee Demo Program.

Special Recreation Permit fees for Event sponsors are designed to recover staff time for processing and servicing the permit/event—similar to the fee paid by a vendor to occupy a display booth at a county fair—and to ensure that the “public” (through the governing agency) receives some financial remuneration for the commercial use of public land. These fees are calculated in one of two manners—Commercial Non-Competitive events are charged a 3% commission on gross revenue, while Commercial Competitive

events are charge \$4 per competing participant.

The Use Pass fee charged to visitors is applicable to all on-site visitors and is intended to recover the operating costs that keep the recreation area open, such as trail and roadway maintenance, law enforcement and emergency medical services. While not an “Entry Fee” in government parlance, it might help to understand the relationship between the two fees to think of the Use Pass fee as the admission price that the general public pays to get into the fair.

Within this perspective, therefore, the SCTA, and similar membership event sponsors, will be charged as follows for their Event Permits:

- 1) The issued permit should provide for exclusive use to a specified area and delineate the area as such.
- 2) BLM should then charge the Special Recreation Permit (SRP) standard \$160 exclusive use fee.
- 3) The existing Special Recreation Permit fees should continue to be applied.
- 4) BLM staff should work with each sponsoring organization on an individual basis to determine the best methodology for issuing Use Passes to their event participants. For example, sponsors could purchase passes at the bulk, discounted rate, and distribute them directly to their participants (absorbing or recovering the cost as they see fit), or the sponsor could provide a list of registered participants to BLM staff which could be read and checked-off at an entrance station or other checkpoint. Conversely, sponsors could just inform participants that there is now a BLM Use Fee to participate in the event—bring cash.
- 5) Non-participating members of the organization(s) would then be treated as any other visitor and be required to purchase a Use Pass or season pass to gain admittance.

VENDORS

Vending may be allowed on BLM lands to “enhance the recreational experience” of visitors, but it is not mandated that Field Offices allow it. While vending within the BFO recreation areas is not the controversial, time-consuming distraction that it has become in the ISDRA, it should be addressed to ensure that it does not grow into a convoluted monstrosity. In general, the BFO should continue with its daily rate of \$25 for Special Recreation Permits for vending. The following two subsections discuss specific recommendations for the El Mirage and Dumont Dunes sites. Table 8 on page [41](#) lists comparative vending fees charged by area OHV Shows (expositions) and area fairs.

EL MIRAGE

Current camping patterns and activity dispersion do not suggest that a specific vendor area should be set aside; therefore, the BFO will continue to charge the \$25 daily rate for Special Recreation Vending Permits.

In the future, BFO anticipates competing vending interests on special days, such as the SCTA events. The SCTA is

providing the labor and cones to separate their area for safety concerns and it is drawing the crowds to the site; therefore, permits should not be issued to vendors who want to sell similar products or services that are being provided or sold by the SCTA—at least not within a pre-determined distance of the event boundaries.

DUMONT DUNES

Vending at Dumont Dunes should follow the national guidelines for Special Recreation Permits (SRP), specifically utilizing the section that allows for the *designation of a vendor area for exclusive use by vendors*. SRP regulations stipulate a \$160 minimum charge for exclusive use areas and allow great flexibility in frequency of applying the exclusive use fee. The intent of the program is to recover costs, not to make money; therefore, the \$160 exclusive use fee will be charged to each vendor with their first permit application for each season, and that the \$25 daily fee continue to be charged for each visitation.

Designating an exclusive use vendor area accomplishes two primary objectives: 1) increased safety and 2) improved traffic flow. Currently, vendors are setting up just off the access road, on the mesa, adjacent to the first finger. This leads to traffic congestion and safety concerns with bi-directional traffic, multiple vehicle types and differing levels of

driving skill.

Locating all vending in a staff-determined location will help to disperse camping and staging areas away from the main access road and thereby reduce the related safety and congestion concerns. By “laying out” the vendor area with law enforcement input, BLM staff can ensure traffic patterns that maximize visibility and safety for all vehicle types and pedestrians. This is not to say that there should be only one vendor area, but all vendors should be required to set-up only in vending areas marked by BLM staff.

Finally, vendor pricing at the ISDRA might actually impact Dumont. We doubt that the impact will be as significant as the impact of the ISDRA Use Pass fees on OHV Recreationist migration, but it is possible. Therefore, BFO staff will remain open to the idea of separate holiday pricing in the future, but at the present time it is not needed.

Table 8, Vendor Fee Market Analysis

	Fee / Cost						Day-Based		Attendance-Based		Size-Based
Site / Event ^{1,2}	Fee	Dimens	Sq Feet	Parking (RV / O'nite)	In s	Food	Total Days	\$\$\$ / Day	Total Attend	\$\$\$ / 1,000 / Day	\$\$\$ / Sq. Foot / Day
Fairs											
Imperial County	\$ 475	10' x 10'	100	\$ 0	\$0	\$ 0	10	\$ 47.50	101,027	\$ 0.47	\$ 0.48
Kern County	\$ 900	10' x 10'	100	\$ 240	\$0	\$ 0	12	\$ 95.00	500,000	\$ 0.19	\$ 0.95
Los Angeles County											
Cheapest Square Footage	\$ 2,560	12' x 25'	300	\$ 0	\$0	\$ 0	17	\$ 150.59	1,700,00	\$ 0.09	\$ 0.50
Cheapest Nominal/Total	\$ 1,786	10' x 10'	100	\$ 0	\$0	\$ 0	17	\$ 105.06	1,700,00	\$ 0.06	\$ 1.05
Orange County	\$ 2,100	10' x 10'	100	\$ 0	\$0	\$ 200	21	\$ 100.00	924,000	\$ 0.12	\$ 1.10
Riverside County											
Commercial Building	\$ 700	10' x 10'	100	\$ 529	\$0	\$ 0	23	\$ 57.78	270,000	\$ 0.21	\$ 0.58
Commercial Annex	\$ 600	10' x 10'	100	\$ 529	\$0	\$ 0	23	\$ 53.43	270,000	\$ 0.20	\$ 0.53
Outside Locations	\$ 600	10' x 10'	100	\$ 529	\$0	\$ 0	23	\$ 53.43	270,000	\$ 0.20	\$ 0.53
Gem & Mineral Building	\$ 700	10' x 10'	100	\$ 529	\$0	\$ 0	23	\$ 57.78	270,000	\$ 0.21	\$ 0.58
San Bernardino County											
Commercial, Outdoor	\$ 650	10' x 10'	100	\$ 0	\$0	\$ 0	9	\$ 72.22	140,000	\$ 0.52	\$ 0.72
Food, All	\$ 1,000	10' x 10'	100	20% of		\$ 0	9	\$ 111.13	140,000	\$ 0.79	\$ 1.11
San Diego County											
Minimum	\$ 840	10' x 10'	100	\$ 0	\$0	\$ 0	21	\$ 40.00	1,196,64	\$ 0.03	\$ 0.40
Maximum	\$ 2,600	10' x 10'	100	\$ 0	\$0	\$ 0	21	\$ 123.81	1,196,64	\$ 0.10	\$ 1.24
Food, All	\$ 1,500	10' x 10'	100	25% of		\$ 0	21	\$ 71.44	1,196,64	\$ 0.06	\$ 0.71
California State Fair											
Commercial, Outdoor	\$ 2,000	10' x 10'	100	\$ 0	0	0	18	\$ 111.11	2,795,75	\$ 0.04	\$ 1.11
Food, All	\$ 2,000	10' x 10'	100	24% of		\$ 80	18	\$ 111.12	2,795,75	\$ 0.04	\$ 1.16
AVERAGE Fairs	\$ 1,313		113	\$ 147	31	17.5	18	\$ 85.09	966,654	\$ 0.21	\$ 0.80

¹ Each event (except the state fair) includes one 50 amp electrical circuit; the BLM OHV Vending areas do not.

² Each event includes at least two admission tickets/passes for the duration of the event.

Table 8, Vendor Fee Market Analysis

	Fee / Cost						Day-Based		Attendance-Based		Size-Based
Site / Event ^{1,2}	Fee	Dimens	Sq Feet	Parking (RV / O'nite)	In s	Food	Total Days	\$\$\$ / Day	Total Attend	\$\$\$ / 1,000 / Day	\$\$\$ / Sq. Foot / Day
³ Note that these "Averages" are particularly misleading. For example, some of these "normal" weekends experienced visitation exceeding 65,000, while											
Private Expos											
Sand Sports Super Show	\$ 500	10' x 10'	100	\$ 0	0	0	2	\$ 250.00	70,000	\$ 3.57	\$ 2.50
Off-Road Expo											
Outdoor	\$ 300	10' x 10'	100	\$ 0	0	0	2	\$ 150.00	40,000	\$ 7.50	\$ 1.50
Indoor	\$ 600	10' x 10'	100	\$ 0	0	0	2	\$ 300.00	40,000	\$ 15.00	\$ 3.00
Sports, Vacation & RV (Quartzsite, AZ)	\$ 650	20' x 40'	800	\$ 235	0	0	9	\$ 98.33	100,000	\$ 8.85	\$ 0.12
Average Private Expo	\$ 513		275	\$ 59	0	0	4	\$ 199.58	62,500	\$ 8.73	\$ 1.78
RAW Average Fairs & Expos	\$ 913		194	\$ 103	15	8.75	11	\$ 142.34	514,577	\$ 4.47	\$ 1.29

COMMUNICATION STRATEGY

The purpose of the Communication Strategy is four-fold:

- 1) To inform the primary user groups and regular visitors of the imposition of fees so that no one is surprised by an unexpected fee upon arrival next season,
- 2) To communicate the basis of the fees so that paying customers recognize the true costs of recreating.
- 3) To involve the paying customers in shaping the site-specific programs, services and delivery of the same, and
- 4) To increase understanding of interdependency of resource protection, self-sufficiency, improved inter-group relations, and legal requirements as keys to keeping the site open.

The BLM customer base perceives this document to be a Revenue Generating Plan, not a Business Plan—accept that perception and don't argue about it. The only way to overcome such a perception is through forthright communication and performance. Provide services that your customers request or that are legally required—do not add services that sound good to you, but for which your customer base does not want to pay

Costs for services must be realistic and explained in simple terms. For example, if you spent \$26,000 in dust pallatives last year, do not budget a cost of \$670,000 this year. Even if the \$670,000 cost is a realistic number in the long-run, phase it in, do not make such a huge jump in one year. If you're currently operating with one Park Ranger and want to increase to two Park Rangers and an LEO Ranger, explain the rationale behind the desire and obtain feedback and suggestions from your customers.

Government bureaucracies are generally command and control. That is, their annual plan is driven either from above or from within, or from regulatory compliance; but is seldom customer-driven. Therefore, one of the most difficult transitions for agencies moving into fee-dependency is to learn to communicate with and to positively react to their customers. The old adage that *"the customer is always right"* addresses personnel attitudes and interactive communication skills, not giving-in to customer demands at every complaint. For example,

"Yes, you're right. In fact, most of the staff probably agree with you, taxes should probably be paying for these facilities, but they are not. Congress only provides us with \$xxx,000 per year to manage this area—the same amount that we've been allocated for the past twelve years. Now that OHV Trust Fund Grants are being reduced we have to do something to keep the site open, and the beauty of this new fee program is that the money stays right here and is only spent in this area. No more sending it back to Washington and hoping that they'll send it back to us—as with film permits. The money raised here, stays here and you get to be involved in how it is spent."

Implementation

Implementation is going to be frustrating and challenging. The more personal faces that you can put with implementation, the better. The more volunteers that you can involve, the better. Therefore, approach the organization

leadership first and identify your key supporters and protagonists; then work directly with them. Work with supporters to help spread the word and to get positive criticism as well as suggestions on how best to communicate certain issues. Work with protagonists to determine if you have, in fact, overlooked, or assumed something. If so, correct it. If not, work with them to demonstrate that you are not a command-and-control institution implementing a Revenue Generating Plan, but a responsive bureaucracy attempting to transition to a customer-driven organization.

Most, if not all user groups have been informed of this Business Plan development. Therefore, announcing and delivering it will not come as a surprise, but seeing actual numbers/prices for the first time always surprises—especially for services that, heretofore, were free. Thus, you should prepare your public-contact staff to support the numbers that you have provided within this business plan. For example, Barry Nelson plans and details LEO ratios per 1,000 visitors, but our staff, in general, are not familiar with these ratios or how they were developed. Neither is it likely that all of our public contact staff will be directed to read this document; let alone to comprehend and retain all of it. BFO will develop a simple overview of the business plan to distribute to all of our staff (the summary section provides a good start), and perhaps an index card size flip chart for quick-and-easy reference within each entry station and vehicle. It is not sufficient to point at a page within a business plan and quote the numbers—our staff must be positive and committed in defending this new fee structure.

We will organize staff and volunteers to interact with customers on-site—around self-pay machines, checkpoints and visiting camps—**not as an enforcement issue, but as a communication task.** We will ask for feedback and communicate our excitement about keeping the money "here." Staff will ask what, if any, site improvements the visitors would like to see or what, if any, problems they have encountered and, of course, how long they've been coming to this site and which other sites they frequent.

Signing

Install signing along each main entrance/access route (Mountain View and Twin Hills coming off the Highway 395 in El Mirage, Dumont Road and Little Dunes at Dumont, and the major staging areas as well as entrance routes of Johnson Valley and Stoddard Valley) and at each Kiosk and Toilet as soon as possible, not later than September 1, to announce the new fee schedule and commencement date. Recommend announcing a commencement date of September 1, but then not actually enforcing it until October 1 (see Enforcement section below).

"Dollars at Work" signs work. We all make fun of them. We might disagree with the specific project. BUT, we see that the money is being spent where the "bureaucrats" said it would be spent. Score one for the bureaucrats.

However, "Dollars at Work" signs are rather like billboards—too cluttered and nothing is actually retained. Therefore, smaller, site-specific signs that say little more than "Your Fee Dollars at Work" are preferred to a large entrance banner that lists all of the projects within the project area. Specifically, affix signs on your vault toilets, dumpsters,

quads, and especially rescue buggies with simple, large-print text that reads “Pass Fees @ Work”. A portable (or permanent) pole sign (with the same wording) should also be erected adjacent to each group of portable toilets that are delivered for the major holiday weekends and events. Note that the old *Berma Shave* signs still prove especially effective along lengthy access roads.

Kiosks

Existing kiosks should be redesigned or repaired to present a more professional appearance—especially the one at the ISDRA. Notice the difference between the California State Parks sign, the El Mirage kiosk, and the ISDRA sign in the three images below. As stated earlier, each site should also install more than one Kiosk to ensure maximum exposure—near each vault toilet, near each vending area and, where they exist, near each Ranger Station.



Mitchell Caverns State Park



El Mirage



Imperial Sand Dunes

The new Park Rangers should also ensure that the brochure racks are stocked on a regular basis and should include a suggestion box. In those areas that do adopt Self-Pay machines, one section could provide more detailed instructions about operating the machines, especially remembering to take your receipt.

We discussed a promotional goal of the Kiosks to promote spatial and temporal displacement, but they can also be used to provide and solicit feedback from customers. The

expenditure pie chart suggested for the feedback cards could be enlarged to poster size to communicate to those who do not pick up cards. It should also have a note encouraging the viewer to pick-up, complete a card and return the actual card. *(Perhaps add an incentive, such as a monthly drawing for a free season pass (non-Holiday) for the next season).*

If vandalism becomes a problem, you could even try a humorous approach next to the above poster, something to the effect of “Sound Off: Don’t abuse the sign, send in a card and we’ll post your comments here and on the Internet!” Remember a basic marketing tenet: “sounding off,” or “being heard” is often all that the customer wants and needs.

One service that should be provided by the increased Park Ranger staff, and displayed on each kiosk and on the Internet, is a coordinated master calendar for each Project Area/Site. This would also provide some increased benefit/value to Event Permit holders as it is a constant promotional reminder to visitors to come back for events.

Enforcement

Phase in compliance with tolerance and persistence. Minimize the law enforcement approach for an initial time period. Install self-pay machines (and entrance stations/checkpoints where appropriate) with staff (could be a combination of contractor, BLM and *Friends* volunteers), in early September to disseminate information—a friendly smile and verbal “heads-up,” as well as a card or pamphlet informing all visitors that fee collection will start October 1. *(Note that this will also provide an idea of traffic impacts related to the checkpoints and self-pay machine turnouts prior to actually collecting money—allowing time to rearrange traffic lanes, fencing, machine and/or checkpoint locations. Also, note the “average” time spent with each visitor, based upon visitor questions and desired discussion, as well as type of reactions—support, oppose, indifferent.).*

Know that the compliance check hours are a critical part of enforcement. When comparing the new fees to the National Parks, many of our visitors have pointed out that they schedule their trips to the National Parks so that they actually arrive after the entrance station is closed and leave before it opens the next morning. While this must be more of a “road trip” than a site visit, it does raise a valid point—*entrance station, checkpoint and campsite visit hours are a critical component of compliance*. Personnel issues and diversity of job descriptions will impact our intent to **staff compliance efforts from 6:00 a.m. - 8:00 p.m. during primary season weekends (i.e. Friday - Sunday).**

If contractors implement compliance checkpoints or entrance stations, the assigned staff should also keep track of the daily traffic—a built-in survey—number of pass (Use) vehicles, multiple trips by same pass vehicle, number of street-legal units per vehicle (to include camping trailers, RVs towing auto, etc), number of green sticker vehicles, and number of passengers per pass vehicle.

In October, an LEO and Park Ranger should make campsite visits to

- 1) disseminate information,
- 2) verify Use Passes and either sell a Pass on-the-spot or tell visitors to pick one up at the ranger station. *(Here again, a Self-Pay machine, as at the ISDRA, might be a good supplement to provide a convenience to customers when the Station is not open).*

- 3) inform that an exit check will begin in November; therefore, it will be easier on their departure if they purchase passes prior to their visit, or at the least, upon arrival, and
- 4) inform that the LEOs will begin issuing tickets for non-compliance in November.

Direct Mail

BFO and EL Centro Field Offices should make a combined mailing (suggest two separate inserts within one envelope) that announces the new rates at the ISDRA and the new fees throughout the BFO to all of the existing ISDRA pass holders—whose addresses EL Centro has on record—as well as to all interested mailing lists at both Field Offices. The mailing should also be sent to the BLM National Mailing Database sub-list that each Field Office normally pulls for various announcements.

The separate inserts are recommended to avoid the assumption that one pass is good for the ISDRA and BFO. Piggybacking the same mailing will save postage costs, get-the-word out simultaneously (to avoid temporal displacement motivated, incorrectly, by fee avoidance), and lessen the negative reaction of the new BFO fee in light of comparing it to the El Centro fee. (El Centro is mandated, through the RAMP, to minimize existing visitation levels and impacts, and therefore, is less concerned about negative reactions than is the BFO).

Internet

e-mail list

Each office should send a similar, but separate, e-mail notification to all interested e-mail lists that they maintain. Separate e-mail notifications will avoid a false perception that one pass is good for both the ISDRA and the BFO areas. As with the direct mail approach, sharing each office's distribution lists ensures that the word-gets-out (and what better way than word-of-mouth through various informal affiliations that transcend Field Office boundaries, but that are not recognizable through our internal mailing lists and user group affiliations).

web site

The BLM website has a tremendous amount of information available, but it is difficult to access. If you are intimidated by search engines or make a simple typo, you'll strike-out. The Fee program is so new and controversial and so directly impacts customers on the ground that the state website should have a highly visible link to "Fee Demo Use Passes" with a sub-link to "Use Pass Areas/Sites."

Also, each Field Office web site (throughout the state) should have a highly visible link to CURRENT or NEW Fee Information—ideally with one of the popular starburst icons helping to call attention to it.

Telephonic Information

El Mirage currently has an information number that is primarily used for special events, such as El Mirage Days. The machine should be upgraded to provide multiple choices, such as 1) Event Information, 2) Fee Information and 3) Contact Information (other numbers and names, or forward the call to an existing number already serving that purpose).

Feedback / Surveys

The comment cards included in the Appendix 1 should be made available at all information kiosks, ranger stations, entrance stations, and Field Offices. The survey included in

the Appendix 2 should be available through direct mail, the Internet, and upon request (that is recognizing someone that wants to provide serious input) at ranger stations, entrance/exit stations, campsite visits, other checkpoints, and Field Offices.

User Groups

Two or three joint (user groups) presentations should be made throughout the summer. As previously discussed, "To Fee or Not to Fee" is not the purpose of the meeting, rather information sharing, opening lines of communication and identifying glaring errors in the number-crunching process.

The Key Messages to communicate should include:

- The five BFO OHV Open Areas are unique and important resources for recreation and commercial activities, and is unduplicated in southern California.
- Unmanaged use throughout these areas have caused a great deal of pressure to close portions of them, including the El Mirage lake bed to motorized activities.
- The El Mirage Management Plan was developed, supported and adopted in 1990 by a diverse group including agencies, groups, individuals, interest groups and local citizens—this plan included the need for self-sufficiency.
- The goal of all of the partners, since the early discussions of an El Mirage Project, has been the survival of the area for the diverse recreational activities that have been occurring for the last half-century.
- One of the major goals throughout the BFO is to allow OHV recreational activities to continue with a minimum of agency intervention.
- Much of the funding for the El Mirage Project has been provided by the OHV Trust Fund Program with the understanding that the project would become self-supporting through user fees.
- Fee expenditures must be shared with the public, and a review process developed in cooperation with the *Friends of El Mirage* and *Friends of Dumont*, respectively.
- The Fee Demonstration Program was proposed, developed and enacted by congress, as a means of better funding recreational programs on public lands, by allowing the collection of user fees and allowing the collected fees to be used on-site in the area where they are collected, rather than sending them to the national treasury, and re-appropriating them.

Targeted user and representative groups should include:

- *Friends of El Mirage*
- *Southern California Timing Association*
- *Friends of Dumont*
- American Sand Association
- American Sand Foundation
- American Motorcyclists Association
- California Off Road Vehicle Association (CORVA)
- California 4WD Clubs
- California State Parks Off-Highway Recreation Div
- City of Adelanto
- Community of El Mirage
- County of El Mirage
- DUNERS
- El Mirage Municipal Advisory Committee
- Gyrocopter pilots
- Inland Empire Film Commission
- Model Aircraft Groups
- Sunset Off-Road Park-Adelanto
- Ultra-light pilots

- Wind Wizards Land Sailors

Vendors

Previous vendors should be contact through direct mail, and current vendors at the time of application, with the same information as just discussed with the User Groups. Not only are they being offered another item to “sell,” but more importantly, they have an opportunity to provide a customer service to recreationists that will draw them to their business.

Green Sticker Renewals

Work through the OHMVR to either develop an “insert,” or a small announcement to be included in an existing OHMVR insert that will be mailed to all Green Sticker renewals. While this strategy represents a less-effective “shotgun” approach, it will help to spread the message through informal, word-of-mouth associations.

Trade Shows

BFO staff should continue to attend the two or three most popular OHV Trade Shows in the southern California area to promote the new fee schedule and the intended benefits and services. Specifically, the BFO intends to participate in three of the following expos: Sand Sport Super Show (Fall ~ September, Costa Mesa), CORVA Off-Road Recreation Show (Spring ~ March [tentative]), Off-Road Expo (Fall ~ October, Pomona), and Speed Sports Expo (Summer ~ August, Anaheim).

BFO staff will coordinate trade show attendance with ISDRA staff—each attending different shows, but rotating which show each attends from year-to-year. This will provide constant BLM representation, while enabling a changing display and representation. After two years, staff from the two areas should discuss the value of continuing the rotation, or if two or three specific shows better suit one of the areas more than the other shows.

Media—Print and Radio and Local Cable

Field Offices should utilize Public Service Announcements (PSAs) to the fullest extent possible. However, such announcements and Press Releases might need to be coordinated through local not-for-profits, such as the *Friends* groups in El Mirage and Dumont, or perhaps the Duners and ASA and ASF at the ISDRA—depending upon the local outlet’s PSA policies toward government agencies.

This is not actually as high a priority as the preceding suggestions, but it is a method that might communicate with those individuals who are not affiliated with any particular OHV organizations and who have not made contact BLM Field Offices in the past.

Elected and Appointed Public Officials

Communication with public officials should be ongoing. It should serve two purposes:

- keep the officials and their staffs informed about the status of the fee program and reactions from the recreating public so that they are not “caught unawares” while attending other public activities and events, and
- provide talking points to enable the officials and their staffs to understand the rationale behind the need for fees and the fee structure itself. (Note, you are not equipping them to defend your fees, just to be confident that you did your research and development through a rationale decision-making process; not “just to make money.”

Send state and federal elected officials a personal letter informing them when the plan will be released and ask if they

would like to receive a hard copy when it is distributed. It is doubtful that you will hear from them, but if you do receive a phone call, be sure to use the opportunity to ask the staff person calling what prompted their interest and what they’ve been hearing about it from their constituents. Verify contact information and ask them which address and telephone are the best to use for communicating with them (i.e. district office, Sacramento or Washington office, snail mail, and/or e-mail).

Follow-up two weeks later with a personal cover letter and a hard copy (unless they specifically tell you not to send them a copy) of the actual plan.

Two weeks later, send them a follow-up letter summarizing the reactions that you are receiving from the recreationists and user groups, as well as your state office. Please note that this is not creating busy work for you, it will help you to focus and react to the issues being raised and it will prepare the officials for otherwise unexpected encounters with the public. Include a separate FAQ (Frequently Asked Questions) sheet of the top ten questions/criticisms you have encountered and your responses.

In mid- to late September, send them a copy of each of the brochures that you are distributing to the OHV community.

In December, send them a final personal letter that summarizes customer reactions through the Thanksgiving holiday and especially thank them for their support and assistance through your challenging implementation period. Also include an invitation to a personal tour at their convenience.

Do not use a photocopied form letter for any of these cover or standalone letters. Even if the bulk of the letter is not personal, you should incorporate it into a mail-merge routine so that each official receives a personally addressed and personally (use a blue ink pen) signed letter.

Agency Accountability and Public Involvement

Through discussions with recreationists throughout the BFO, and through the BLM’s experience with the administration of fees at the ISDRA, a common issue has been raised concerning the accountability of the BLM regarding the amount of fees collected and the use of those fees. Certainly one of the most important aspects of support from the recreating public is the assurance that the fees collected will be used to support the activity that produced the fee. The BFO is committed to accounting for the revenue collected through the fee program and in maintaining an ongoing dialog with the recreationists regarding how the funds have been and should be used to better the recreational experience within the four BFO OHV Recreation Areas.

Formal vs Informal Structure

A Technical Review Team (TRT) is a public advisory group made up of interested members of the public that typically represent larger segments of the public with specific interest in the topic matter. TRT members work under a charter (see sample in Appendix 5) that specifically guides the TRT and the BLM. The BLM cannot delegate its authority to manage the public lands; therefore, these groups are always advisory in nature. However, because the TRT is typically comprised of a broad range of affected interests, a consensus of the group can be very influential.

Success of TRT’s is dependent on many different things including the level of controversy regarding the topic matter, TRT and BLM staff personalities, and the duration and longevity of the TRT. The BLM has found the best success utilizing TRT’s on specific issues that can be resolved in a short period of time. An example of this is the recent CDD Sign TRT that worked to develop a

recommendation to the CDD that will lead to a consistent signing strategy and “look” for the CDD. This sign strategy will enhance the BLM image and ensure that the public receives necessary and informative information that corresponds to map products to help the public navigate through the CDD on the designated route network.

BLM TRT's have been less successful on ongoing complex issues that will not be resolved in a manageable amount of time. There are several reasons for this. First, the very nature of the TRT tends toward controversial projects and issues; thereby, increasing the likelihood of failure. Secondly, TRT members serve on the TRT on a voluntary basis, a commitment that the BLM is greatly appreciative of. Unfortunately, the more complex and controversial issues sometimes last for many months and even years—consuming tremendous amounts of the volunteers' personal and work hours a month and, thereby, leading to a high turnover rate. This causes the group to lose continuity and productivity as it attempts to bring new members up-to-speed. Conversely, on long-standing committees, some members may serve for such lengthy duration that their “seniority” and experience inadvertently suppress new ideas and enthusiasm from newer members and the group as a whole.

The primary purpose of utilizing a TRT is to exchange information and broaden communication with the public. Oftentimes, these groups become very close to the issues at hand and focused on each of the members' opinions. Frequently, the TRT can become “too close to their work” and lose sight of the original objectives. Further, because the differing opinions of fellow TRT members can be difficult to explain and comprehend, the members often have a difficult time communicating them to other members of their constituency. This can lead to a “disconnect” between the TRT member and his original constituents. Each member typically goes through this type of growth as they are exposed to differing views, opinions and details surrounding a particular issue. Ironically, this growth in knowledge and understanding often leads to consensus among the TRT members, but develops into a lack of trust in the TRT representative and his/her constituents. Once this takes place, the TRT can no longer perform one of its primary functions, that being, providing a dialog and connection with a broad cross section of the public. In some instances the BLM has witnessed the interest groups represented by the TRT members take an active role of opposition against the stand of the TRT.

Additionally, specific to a TRT for the BFO OHV Fee Demo Program, the geographic area that is covered by the BFO OHV program is extremely large with visitors coming from several large and geographically separated metropolitan areas. The goal would be to have a broad representation of members that represent the different areas and visitors from these widely separated metropolitan areas. This will place an additional challenge on the functionality of the TRT and the TRT members themselves as coordination of calendars and meeting locations will be very difficult.

Public Outreach Program

While the BFO has worked with TRT's in the past and looks forward to future TRT regarding specific well-identified issues, it would like to take a different approach to ensuring and disclosing the accountability and responsiveness of the agency in regard to this fee program. Secondly, the BLM wants to ensure that there is a consistent mechanism for the recreating public and the various interest and *Friends* groups have an opportunity to

interact with BLM staff.

Accountability for Funds

To fully disclose the amount of fees collected, the methods they are collected, the collection cost of each method, and the agency's responsible and appropriate use of those funds, the BFO will commission an independent audit from a leading Certified Public Accountant (CPA) that regularly conducts audits of this nature. The results of the audit will be fully disclosed in a report prepared by the CPA.

The audit report will be included in a BFO-prepared annual report that discloses the accomplishments made possible through the collected funds, any legal, political, or regulatory mandates that the BLM faces in the management of the recreation areas in the coming year, and the BLM objectives for the upcoming year in each of the recreation areas. The annual report will be distributed to interest and *Friends* groups, posted on the BFO web site, and made available to interested parties upon request.

Responsiveness

A Customer Feedback Mechanism will be an integral part of the collection of views, opinions, and ideas from recreationists of the various recreation areas. The center of the Customer Feedback Mechanism is the Customer Feedback Card, Appendix 1. The card will be available at all recreation areas, on the internet, and will be made available to interested organizations and *Friends* groups. The cards will give the recreationists (customers) the ability to rate the performance of the BLM at meeting its goals, visitor expectations and share ideas for new or improved services. The information received on the cards will be compiled regularly and summarized so that it can be included in the annual report and in periodic brochures to be distributed at the recreation areas and on the internet.

Accountability for Services

Information regarding the status and success of the fee demo program will be made available to the recreating public in a number of ways. The BFO maintains a continuing dialog with many interest groups and OHV clubs. These groups are comprised of the very people that recreate at our recreation areas thus are a tremendous source of information regarding the condition of the areas, trends in recreation, visitor needs and visitor satisfaction. The BFO will continue this dialog and regularly make information and staff available to their members.

Role of Friends Groups

The BLM has a long-standing partnership with two *Friends* Groups, the *Friends of El Mirage* and the *Friends of Dumont*. Both of these groups are non-profit organizations with the goals of supporting recreation at their respective areas. These groups are long-standing committees that focus on the management of a specific recreation area. As such, they are exposed to a great deal of detailed information regarding the area including legal, political, or regulatory mandates the BLM must comply with in the management of the area. Their assistance in balancing recreationists needs and expectations with these mandates is very useful. BLM attends regular meeting of these *Friends* groups—both relaying and receiving information about various issues. The BLM actively seeks the advice of these groups in respect to current issues and planning direction for the respective areas. The program will be regularly discussed at these meetings. It is important to note that the *Friends* groups meetings are generally open

to the public and memberships are available to all that are interested in supporting the goals of the organization and the recreation area.

Finally, visitor surveys will be commissioned so that a statistically valid assessment of visitor needs, expectations, demographics, and the successfulness of the program can be developed. These surveys will be conducted every three to five years to ensure the most up to date information is available direct program decisions.

Conclusion

Annual objectives will be developed for each recreation area through Customer Feedback Cards, Internet Surveys,

OHV interest groups and clubs, and *Friends* groups. These objectives will demonstrate tangible improvements, accountability, responsiveness, and program success. The objectives, or some measurement of the progress towards the objectives, will be described in brochures and signs at each recreation area so that visitors will be consistently apprised of the use of their pass dollars.

These public outreach efforts will be evaluated after three years. If it is determined at that time that these more informal methods of communication are not succeeding and that a TRT would be helpful, one will be developed using a charter similar to the sample in Appendix 5.

Appendix 1 - Customer Feedback Card

The following page provides a sample layout for a new CUSTOMER FEEDBACK CARD to be distributed at each Point-of-Sale and information kiosk throughout the Barstow Field Office (ISDRA).

As indicated on the sample, it is designed to contain a single fold instead of the current dual-fold design, and it attempts to:

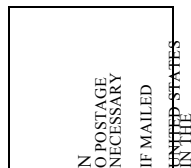
- provide more site-specific information about the use of fees (accountability reporting),
- provide an opportunity for the customer to express his/her view as to the best use of his/her fee,
- solicit basic demographic information that can be used to initiate a customer-demographic database,
- solicit (indirectly through the blank lines in the return address section), the mailing address of the respondent—to which a more detailed, follow-up survey could be sent.

If a change in these questions is desired, it should be coordinated with the El Centro Field Office because they are utilizing the same card at the ISDRA, and a consistent format throughout California Desert District Field Offices will provide valuable comparative data.

The example pie chart and table are just that—an example. ISDRA staff should be given the flexibility to group, and label categories as best-fit their area/site objectives—based upon direction from the TRT and in-the-field conversations.

The response mechanism should definitely be a Postage-Paid, Business Reply self-mailer. The final design/print should actually state “tear” here at the center fold (perforation if within the departmental budget and specifications). Of course, a collection/drop slot should be incorporated into each POS and information kiosk sign to allow the customer to drop-it-in-on-the-spot, but it must be pre-printed with the correct Postage-Paid layout and bar codes to ensure the proper “image” as well as to reinforce the sincerity behind the solicitation.

Name: _____
 Mail Address: _____
 City: _____
 State/Zip: _____



BUSINESS REPLY MAIL

Field Office Name Here
 Site/Project Name Here
 Recreation Survey
 Bureau of Land Management
 2601 Barstow Road
 Barstow, California 92311



The above sign indicates that you are entering a recreation area that charges a fee.

- We are reinvesting the fees back into the sites where they are collected—none goes back to Washington.
- Fees are based upon comparisons with other local facilities and actual costs of operation.

Fees are utilized for:

- Visitor facility repair and maintenance
- Natural/Cultural history exhibits, talks & tours
- Visitor Services (information and emergency)
- Signs
- Habitat Improvement
- Facility Enhancement
- Resource Conservation, and
- Law Enforcement Related to Visitor Activities

Tell Us

How YOU Want the Money Spent

Purpose

This recreation area is managed by the Bureau of Land Management (BLM), a Federal agency within the U.S. Department of the Interior. We are participating in a 3-year Recreation Fee Demonstration Program as directed by Congress. The purpose is to test the effectiveness of collecting fees versus increasing general taxes on the populace.

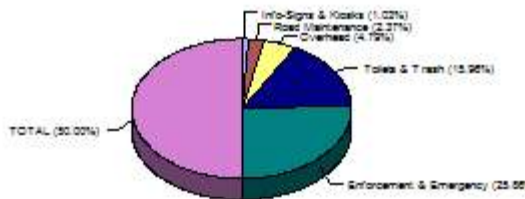
SIDE ONE (Outside when folded)

For those not familiar with the existing card, it is folded vertically along the dashed line.

Why are these Fees Necessary?

While Federal appropriations pay for most of our administrative overhead, the BFO has been dependent upon OHV Trust Fund Grants (*from state "Green Sticker" fees*), for on-site funding, such as rangers, law enforcement, emergency services, roadway maintenance, toilet pumping and cleaning to name a few. However, recent political and legal changes now earmark the majority of *Green Sticker* funds for conservation and restoration projects on OHV lands. Therefore, these fees are intended to replace the lost Green Sticker grants and to ensure a consistent, on-going level of service as requested by our recreationists.

Here's how we intend to reinvest THESE FEES:



Expense Item	Fee Income (000)	Percent of Total
New Infrastructure	\$120	18%
Site Maintenance	\$240	35%
Accountability & Communication	\$80	12%
Customer Support & Law Enforcement	\$120	18%
Collection	\$120	18%
TOTAL FEE EXPENSES	\$680	100%

Thank you for providing your suggestions on how we can best use your fee to serve you.

Please indicate the date(s) you visited this site:

I would like to see our fees invested in:

Campsites, More	Park Rangers	Signs, Interpretive
Campsites, Formal	Parking, More	Trail Maintenance
Drinking Water	Shade Ramadas	Trash Cans
Emergency Phone	Showers	Trash Dumpsters
Law Enforcement Rangers		Toilet Cleaning
Entrance Road	Signs, Directional	Toilets, More
Loading Ramps	Signs, Informational	Toilets, Permanent
Other: _____		

Please help us to know our customers by **CIRCLING** the appropriate answers to the questions below to indicate:

- 1) YOUR GENDER: Male Female
- 2) YOUR AGE GROUP: 5-17 18-30 31-45 46-60 61+
- 3) HOW FAR THIS SITE IS FROM YOUR HOME (BY AUTO): < 1hour 1-2+ hours 3-4+ hours > 5 hours
- 4) HOW LONG YOU STAYED AT THIS SITE (THIS VISIT): Morning Afternoon Evening All Day Overnight
Mid-Week Weekend 2-3 Days 4-7 Days > 7 Days
- 5) WHAT DAY YOU ARRIVED ON THIS VISIT: Mon Tues Wed Thurs Fri Sat Sun
- 6) WHEN YOU DEPARTED ON THIS VISIT: Mon Tues Wed Thurs Fri Sat Sun
- 7) HOW MANY TIMES YOU VISITED THIS SITE DURING THE PAST 12 MONTHS: 1-2 3-4 5-6 7-8 9-10 > 10
- 8) HOW YOU LEARNED ABOUT THIS SITE: Brochure Mailer Internet Magazine
Newspaper Radio Television Word of Mouth
Agency Chamber of Commerce Visitor Bureau
- 7) HOW WE CAN BEST COMMUNICATE WITH YOU: Brochure Mailer Internet Magazine
Newspaper Radio Television Word of Mouth
Agency Chamber of Commerce Visitor Bureau
- 8) WHAT IS YOUR HOME POSTAL/ZIP CODE: _____
OR COUNTRY/PROVINCE/TOWN: _____

SIDE TWO (Inside when folded)

For those not familiar with the existing card, it is folded vertically along the dashed line.

Appendix 2 - Internet & Direct Mail Survey Instrument

This page merely suggests the questions that should be incorporated into an online form, but does not attempt to present any particular layout because the coding and end result are too disparate. *Some of the suggested questions are more specific to the individual and will, therefore, require approval from Washington.* Ideally, the BLM web administrators will *program the appropriate questions to load based upon the site selected by the "surfer,"* and set the form to automatically update the customer-demographic database on submission.

Note that question 22, Annual Household Income needs a decision as to the most appropriate income ranges. The ranges that we used below reflect the *Income Limits for Each Fifth and the Top 5% of U.S. Households* as recorded by the US Census Bureau. Consideration should be given to relating to some standardized, federal measure for future analysis which may be facilitated by information from other agencies.

PLEASE HELP US TO UNDERSTAND YOU AND YOUR RECREATION NEEDS BY **CHECKING** THE MOST APPROPRIATE ANSWERS TO THE QUESTIONS BELOW TO INDICATE:

<p>1) YOUR GENDER: Male Female</p> <p>2) YOUR AGE GROUP: 5-17 18-30 31-45 46-60 61+</p> <p>3) HOW FAR THIS SITE IS FROM YOUR HOME (BY AUTO): < 1hour 1-2+ hours 3-4+ hours > 5 hours</p> <p>4) HOW LONG YOU STAYED AT THIS SITE (THIS VISIT): Morning Afternoon Evening All Day Overnight Mid-Week Weekend 2-3 Days 4-7 Days > 8 Days</p> <p>5) WHAT DAY YOU ARRIVED ON THIS VISIT: Mon Tues Wed Thurs Fri Sat Sun</p> <p>6) WHEN YOU DEPARTED ON THIS VISIT: Mon Tues Wed Thurs Fri Sat Sun</p>	<p>7) Number of times you visited this site during the past 12 months: 1-2 3-4 5-6 7-8 9-10 > 10</p> <p>8) HOW YOU LEARNED ABOUT THIS SITE: Brochure Mailer Internet Magazine Newspaper Radio Television Word of Mouth Agency Chamber Commerce Visitor Bureau</p> <p>9) HOW WE SHOULD PROMOTE THE SITE TO REACH YOU: Brochure Mailer Internet Magazine Newspaper Radio Television Word of Mouth Agency Chamber of Commerce Visitor Bureau</p> <p>10) Whether you usually travel: Alone As a Family As a Non-Family Group</p>
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11) The activities in which you/your group participate at this site (check all that apply):

Drive Rails/Dune Buggies	Ride Mountain Bikes	Camp	Study Geology
Drive 4x4 vehicles	Ride Horses	RV-it	Rockhound
Ride ATVs (3-wheelers)	Group Sports	Special Event	Visit Family & Friends
Ride Quads (4-wheelers)	Launch Model Rockets	Photograph	Other: _____
Ride Motorcycles	Hike	Drink (alcohol)	_____
Ride Mini-Bikes	Picnic	Relax	_____

12) The SINGLE most important reason for your visit to this site: (Check ONLY ONE):

Drive Rails/Dune Buggies	Ride Mountain Bikes	Camp	Study Geology
Drive 4x4 vehicles	Ride Horses	RV-it	Rockhound
Ride ATVs (3-wheelers)	Group Sports	Special Event	Visit Family & Friends
Ride Quads (4-wheelers)	Launch Model Rockets	Photograph	Other: _____
Ride Motorcycles	Hike	Drink (alcohol)	_____
Ride Mini-Bikes	Picnic	Relax	_____

13) Other similar sites that you frequent: _____

14) The two (2) things you like best about this site:

Campsites, More	Loading Ramps	Signs, Informational	Trash Dumpsters
Campsites, Formal	Park Rangers	Signs, Directional	Toilet Cleaning
Drinking Water	Parking, More	Signs, Interpretive	Toilets, More
Emergency Phone	Shade Ramadas	Trail Maintenance	Toilets, Permanent
Law Enforcement Rangers	Showers	Trash Cans	Entrance Road
Other: _____			

15) The two (2) things you like least about this site:

Campsites, More	Loading Ramps	Signs, Informational	Trash Dumpsters
Campsites, Formal	Park Rangers	Signs, Directional	Toilet Cleaning
Drinking Water	Parking, More	Signs, Interpretive	Toilets, More
Emergency Phone	Shade Ramadas	Trail Maintenance	Toilets, Permanent
Law Enforcement Rangers	Showers	Trash Cans	Entrance Road
Other: _____			

16) Your overall level of satisfaction with Visitor Service and Ranger Staff

Very Satisfied Satisfied No Opinion Not Satisfied Very UnSatisfied

17) How does this site compare to those that you just listed:

One of the worst Better than most Average Worse than Most Don't Know/No Opinion None listed

18) Your overall level of satisfaction with brochures, signs and maps at this site:

Very Satisfied Satisfied No Opinion Not Satisfied Very UnSatisfied

19) How strongly each of the following issues influence your decision to visit this site:

Ability to use my own equipment	Family Recreation	Low-Cost	Signs
Adequate and maintained facilities	Freedom from Rules & Regulations	Natural Beauty	Toilets
Cleanliness, not littered	Friendly, Informative Rangers	Parking Spaces	Trails
Convenience	Garbage Disposal/Dumpsters	Picnic Areas	
Drinking Water	Law Enforcement	Safety	

20) Ways in which you have dealt with Rangers:

Assistance Information Emergency Medical Service Interpretation/Nature Talks
Law Enforcement Other: _____

21) How often you saw Rangers in this area:

Never Seldom Sometimes Often Always

22) Your overall level of satisfaction with facilities and facilities maintenance:

Very Satisfied Satisfied No Opinion Not Satisfied Very UnSatisfied

23) The last/highest year of education you have completed:

Elementary/Mid-High/High School:	1	2	3	4	5	6	7	8	9	10	11	12
College:	13	14	15	16		Graduate:	17	18	19	20+		

24) Your ANNUAL HOUSEHOLD income:

< \$15,400 \$15,401 - \$29,200 \$29,201 - \$46,000 \$46,001 - \$71,500 \$ 71,501 - \$126,550
\$126,550

25) What is your HOME postal/zip code: _____, or COUNTRY/PROVINCE/TOWN: _____

26) Your place of birth (STATE/PROVINCE AND COUNTRY): _____

27) Primary Language that you speak: _____

28) Other Languages that you speak: _____

OHV (OFF-HIGHWAY VEHICLE) RELATED QUESTIONS

29) Typical amount of time you spend "off-roading" each day:

1-4 hours 5-8 hours 9-12 hours > 12 Hours

30) How you transport/tow your OHV to the site:

Truck RV Sedan Trailer 4x4 Ride/Drive

31) Which type of riding you most prefer:

Dunes 4x4 Routes Motorcycle Hill Climbs Dirt Roads Specialty Tracks Trails Other



NOTICE OF VIOLATION

Your current use authorization has expired.

Use authorizations expire at 2:00 PM on the date indicated on the fee receipt/window sticker.

Either purchase a new use authorization at the pay station if you plan to stay, or if you plan to leave, please do so at once.

IMPORTANT

GIVE THIS NOTICE OF VIOLATION TO THE ATTENDANT AT THE PAY STATION WHEN YOU PAY.

Failure to comply with this notice may result in a citation being mailed to the registered owner of:

Vehicle License Number _____ State _____ Make _____ Model _____

Time of notice _____ Date of notice _____



BLM WARNING

This vehicle, License No. _____ ; or property,

has been observed or we have received a complaint that it
has been present at the following location:

Time _____ Date _____ Officer _____ P# _____

NOTICE

Your attention is directed to the statement(s) following the
box(es) checked. You must remove this vehicle/property
immediately or it is subject to being impounded and you
may be subject to criminal prosecution.

- ☐ Vehicle left after hours in an area posted closed at
specific hours. (43 CFR 8365.2-3.f.)
- ☐ Vehicle left in an area temporarily closed to public
use and access. (43 CFR 8365.2-3.f.)
- ☐ Vehicle Parked illegally: Obstructing Travel Lane,
No Parking Zone, Handicapped Zone, Off of
Designated Roadway.
- ☐ Your occupancy of this site is an unauthorized use
of public lands of the United States.
(43 CFR 2920.1)
- ☐ Other _____

This notice is an indication to officers that your vehicle/
property has been checked. For additional information call
Bureau of Land Management at 702-647-5100.

WARNING

1. **Official Designation** - Barstow Field Office Off Highway Vehicle Technical Review Team (TRT)
2. **TRT Objectives and Scope** – Provide representative citizen counsel and advice to the Bureau of Land Management, Barstow Field Office concerning: (a) the implementation and success of the collection methods for the fee demo program, (b) recommendation and prioritization of objectives for the fee demo program, (c) review of collection and expenditure reports provided by the BFO, (d) the success of the public outreach program.
3. **Duration of Technical Review Team** – Since the need for the TRT is related to the management of the BFO OHV Fee Demo program it is anticipated that the duration of the TRT will be indefinite. However, the continuation of the TRT is subject to periodic review and rechartering by the Desert Advisory Council.
4. **Official to Whom the TRT Reports** – The Barstow Field Office Manager or designee.
5. **Duties of the TRT** - The BFO OHV Fee Demo TRT will be responsible to review collection and expenditure reports from the BFO Fee Demo Program and make recommendations regarding future expenditures, the success of collection methodologies, public perceptions, issues and opportunities presented to the program. Additionally, TRT members will maintain an ongoing dialog with members of the public that share their particular field of interest, reporting back to those publics' information provided to the TRT and sharing information received from those publics' with fellow TRT members and the BLM for consideration.
6. **TRT Composition** –
 - a. The TRT's membership will be balanced with respect to geographic consideration; members' interests, points of view, and place of residence; composition of the population of the area being served; TRT functions to be performed; and the major issues and problems relating to the BFO OHV Fee Demo Program.
 - b. The TRT will be composed of seven members, who are appointed by and serve at the pleasure of the Barstow Field Manager. At least one members will be qualified to represent and provide advice on each of the following categories of interest: Motorcycle/All Terrain Vehicles; Four Wheel Drive Vehicles; Organized Events; OHV Public At Large; Non-motorized Recreation (wild-sailing, ultralights, gyro-copters); Local Community Interest.
7. **Member Qualification, Selection and service** –
 - a. To be eligible for appointment to the TRT, a person must be qualified through education, training, knowledge, or experience to give informed advice regarding at least one of the eight categories of interest required by paragraph 6b.
 - b. Members will be appointed to serve 3-year terms, on a staggered-term basis, with as near as possible to one-third of the TRT subject to appointment or reappointment each year. Each term will begin on January 1 of its first year and end on December 31 of its third year. An appointment will be considered effective, for purpose of reappointment eligibility as defined in Paragraph 7e on January 1 of the first year of the term, regardless of the date the appointment is actually made.
 - c. When any member fails to attend three consecutive meetings, the Barstow Field Office Manager or his/her designee may deem that member's position on the TRT to have been vacated. Upon such a determination, the Field Manager will inform the member, in writing that his/her service on the TRT has terminated.
 - d. Vacancies occurring by reason of resignation, death, failure to regularly attend TRT meetings, or Field Manger removal will be filled by the Field Manager for the balance of the vacating member's term using the same method by which the original appointment was made.
 - e. At the discretion of the Field Manager or his/her designee, members may be reappointed to additional terms under the following conditions:
 - i. A person who served a 3-year term on the TRT may be reappointed to a second consecutive 3-year term.
 - ii. A person who has served an appointed term of less than 3 years on the TRT to fill a vacancy occurring for reasons described in Paragraph 7d may be reappointed to two consecutive 3-year terms.
 - f. Members will be expected to actively recreate at the BFO OHV Recreation Areas and demonstrate a forum to provide and receive information from members of the public with similar interest.
 - g. Potential members should have demonstrated a willingness to work with a broad range of interests and to look for solutions that develop a consensus that supports BLM planning objectives for the OHV Recreation Areas.
 - h. All members will serve without salary, but may be reimbursed for travel and per diem expenses at current rates for Government employees under 5 U.S.C 5703, with prior approval of the Field Manager.
8. **TRT Committees** – To facilitate the function of the TRT, committees may be formed to study and develop recommendations on selected issues for consideration by the full TRT. The membership of any committee will be balanced in terms of points of view represented and functions to be performed. Meetings of any TRT committee, as well as meetings of the TRT, will be called and conducted in accordance with the Federal Advisory Committee Act and BLM advisory committee regulations.
9. **TRT Officers** – The TRT will elect a Chairperson and Vice Chairperson from among its members annually. Officers will not serve more than two consecutive one-year terms in that office. The TRT Chairperson will appoint chairpersons and members of any committees formed with the concurrence of the Field Manager or his/her designee.

Appendix 6 - Visitation at Various California Attractions

Top Ten National Park Facilities ¹ in California		CA State Vehicular Recreation Areas	Visitation	Budget ²	Top Ten California Amusement/Theme Parks ³	
Golden Gate National Recreation Area	13,961,300	Carnegie SVRA	150,020		Disneyland, Anaheim	12,720,500
San Francisco Maritime Museum	3,558,500	Hollister Hills SVRA	<i>awaiting telephone tag</i>		Universal Studios, Hollywood	5,200,000
Yosemite National Park	3,468,200	Hungry Valley SVRA	450,948		Disney's California Adventure	4,700,000
Point Reyes National Seashore	2,421,500	Oceano Dunes SVRA	1,400,000		Sea World, San Diego	4,000,000
Joshua Tree National Park	1,156,700	Ocotillo Wells SVRA	211,287		Knott's Berry Farm, Buena Park	3,624,890
Cabrillo National Monument	1,130,200	Prairie City SVRA	127,854		Six Flags Magic Mountain, Valencia	3,100,000
Death Valley National Park	932,000	<i>Following are OHV, but NOT SVRA</i>			Santa Cruz Beach Boardwalk, Santa Cruz	3,000,000
Sequoia National Park	923,400	Heber Dunes	29,691		Six Flags Marine World, Vallejo	1,900,000
Whiskeytown-Shasta-Trinity NRA	702,960	Mammoth Bar Auburn State	20,000	\$ 300,000	Paramount's Great America, Santa Clara	1,820,000
Channel Islands National Park	631,700	² The OHMVR's Jess Cooper said that his boss would not allow him to share budget information because it might make the OHMVR look "bad."			Monterey Bay Aquarium, Monterey	1,719,296
¹ Based on 2002 visitation Source: National Park Service, 2003		Source: Telephone calls to each area office.			³ Sources: <i>Amusement Business</i> (Year-End Issue, 2002), and the <i>Monterey Bay Aquarium</i> , 2003	